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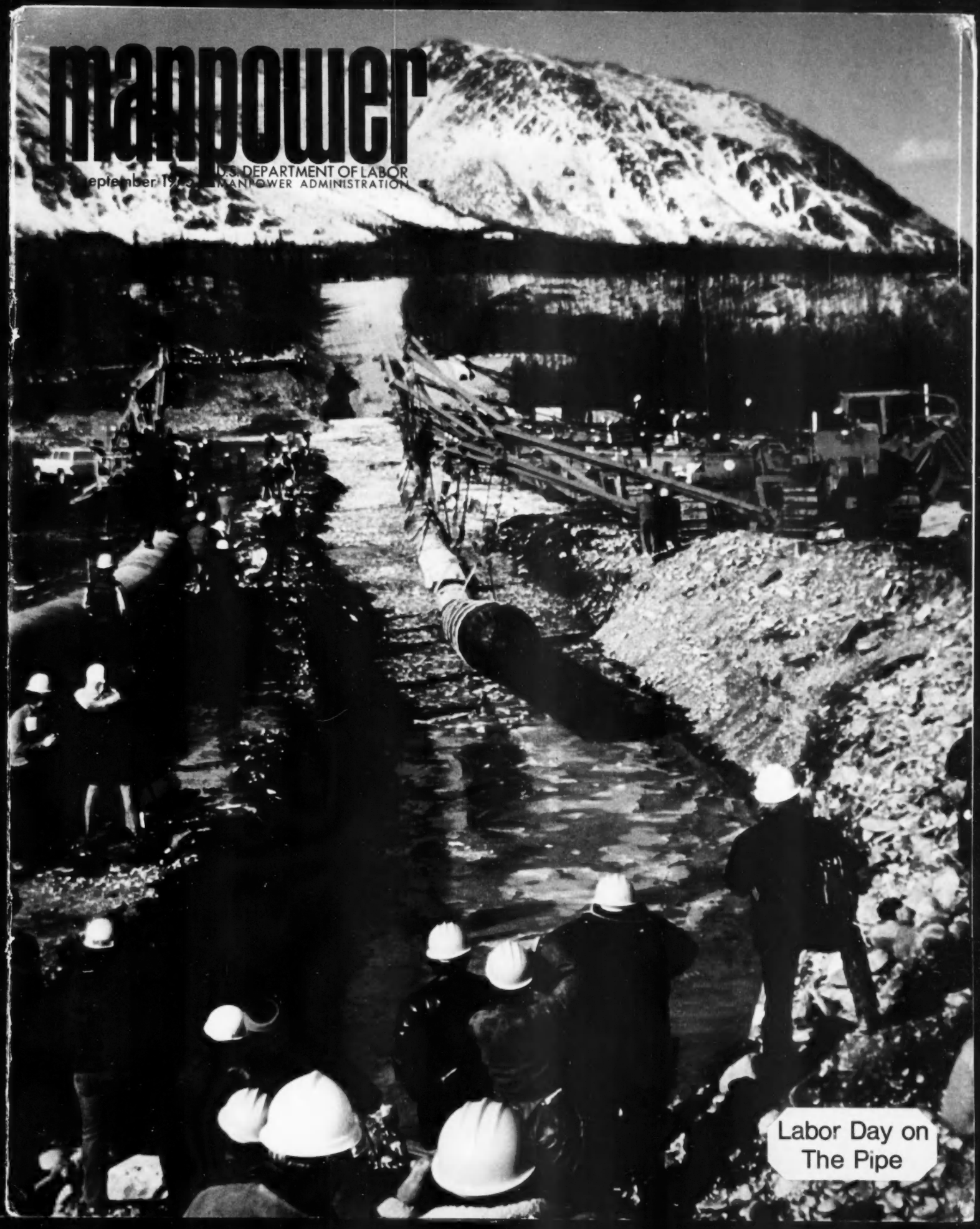

Labor Day on The Pipe

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U.S. DEPARTMENT OF LABOR
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The Pipe and the Pageant

The Yukon poet Robert W. Service wrote that Sam McGee from Tennessee was always cold in the land of gold until a pal, at Sam's request, stuffed Sam into the boiler of the derelict Alice May on the marge of Lake Lebarge. There Sam found unearthly comfort in the heart of the furnace roar.

Now, if Sam McGee could make a Rip van Winkle-type comeback today, Sam probably would moil for oil on the Alaska Pipeline rather than roam around the Klondike poking for gold. And the stakes are high that Sam would never ask to be cremated. The Alyeska Pipeline Service Company likes to keep its workers comfortably warm and functioning.

Reporting on the progress of The Pipe on Labor Day, correspondent Mark Panitch writes (page 2) that Alyeska workers put in about one-half hour on the pipeline in sub-zero weather and then warm up before wrestling with the job again. Sam McGee would approve of that.

Panitch tells us that Labor Day was to mark the peak of the trans-Alaska pipeline's employment curve for the year. As the first snows of Alaska's uncompromising winter were about to fall on the 798-mile construction route, every workable hour might be needed to complete the colossal job on time.

Warmblooded McGee would have enjoyed the weather at the 1975 Festival of American Folklife, an annual event presented by the Smithsonian Institution and the National Park Service. The festival held this summer in Washington, D.C., brought together in a panoply of pageantry the technology of today and the legacy of the past.

Assistant Editor Gloria Stevenson reports (page 18) that craftsworkers who participated in the festival "put their hearts as well as their hands" into the projects, so much so as to dispel the notions of skeptics who believe "nobody takes pride in work anymore."

A show of pridefulness among workers—whether along the Potomac or the Yukon—is a satisfying tribute to Labor Day 1975.

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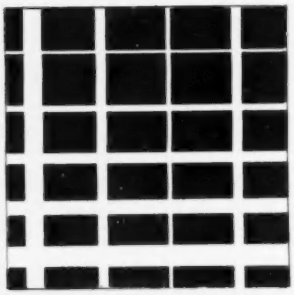

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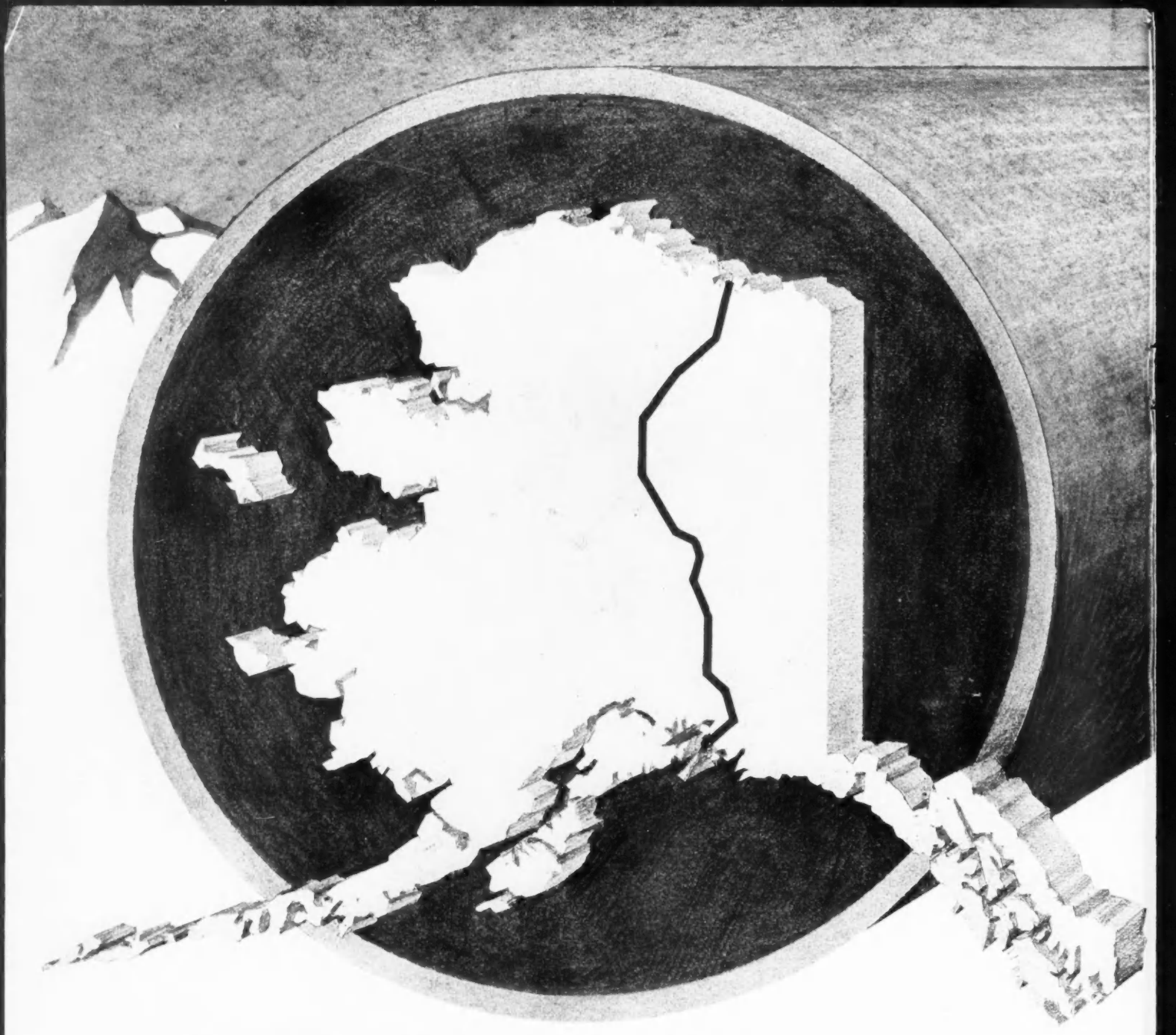


Labor Day on The Pipe

by Mark Panitch

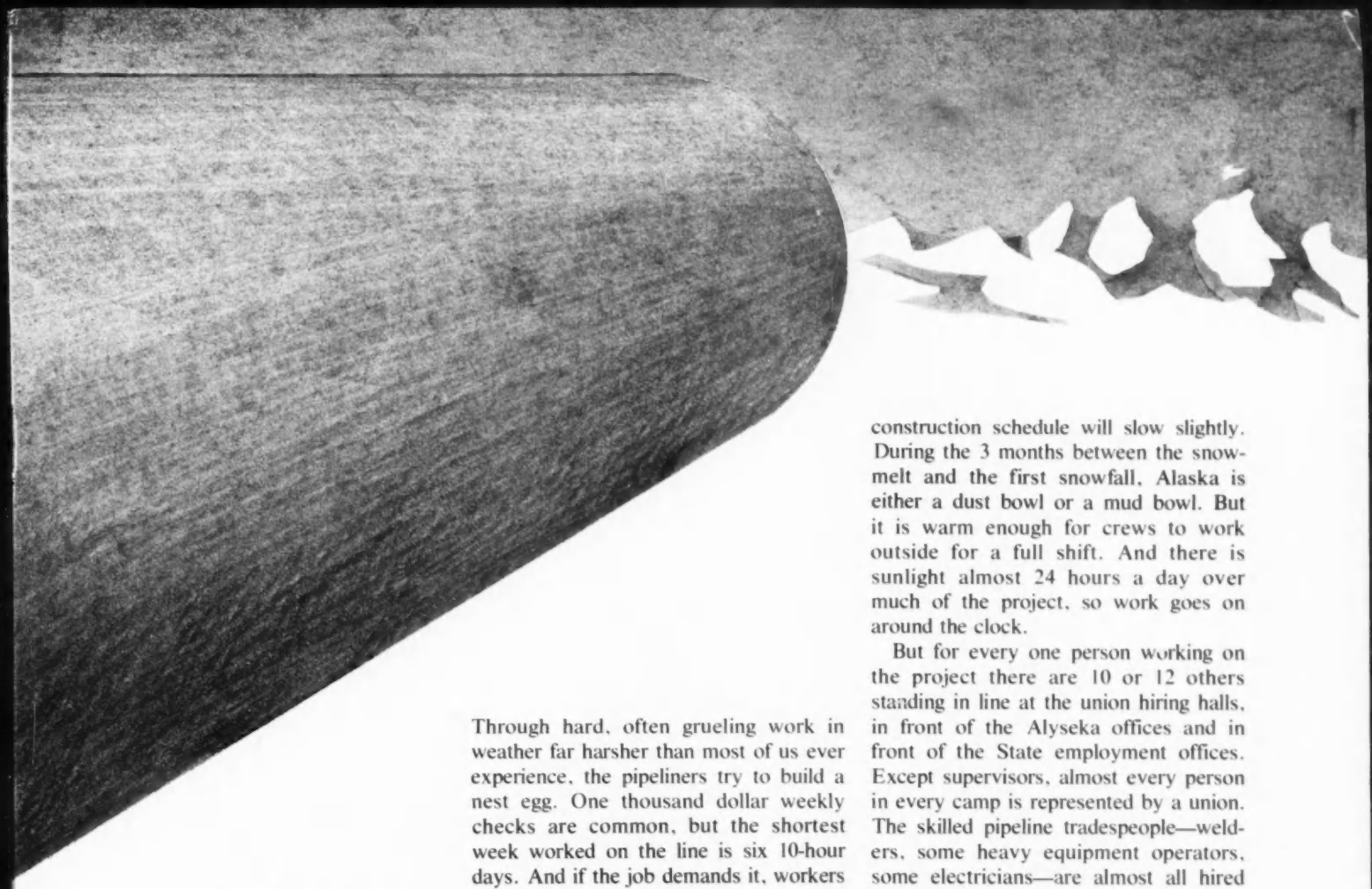
Monday, September 1, Labor Day 1975. The day dedicated to honoring the contributions of America's working men and women. For many it is a traditional day for a late summer fling at the beach or the mountains. Recreation areas are crowded with families seeking a last outing in the sun before the fall chill sets in.

But for thousands of workers at isolated construction camps along the 798-mile Alaska Pipeline corridor, Labor Day wasn't a signal that summer was ending, it was a signal that winter was coming. And because the winter is both the main enemy and the main fact of life for these latter day "boomers" working to bring "black gold" out of the Arctic, Labor Day doesn't conform to convention.

Including Labor Day, there are eight holidays recognized in the general labor agreement between the Alyeska Pipeline Service Co. and the unions representing construction workers; however, the decision on whether to work on traditional holidays is up to the local section manager. "If the work is on schedule," says an Alyeska spokesman, "the crews can get the day off."

Men like "T.R." and his sidekick

Mark Panitch is Washington correspondent for the *Anchorage Daily News*.



Elmer, both experienced welders from Tulsa local 798 would rather work than take a day off.

In fact holidays in the semispartan and almost totally isolated pipeline camps are incongruous at best. Life at the camps is organized around the job and an extra day off is likely to bring nothing but boredom. If you walk 100 yards from some camps you are in nearly virgin wilderness, and if you walk a mile you might not find your way back. The flat tundra that makes up much of the route has a mind-numbing sameness while frequently overcast skies make it difficult to locate directions by the sun.

But T.R. expresses what's on the minds of most pipeline workers: "If we work that day we get double time, if we don't work we don't get anything. I'm here for the money that I can make on this job and when I'm in camp I want to work."

Like the sourdoughs who preceded them in other Alaska rushes, the pipeline workers see an opportunity to get ahead. Through hard, often grueling work in weather far harsher than most of us ever experience, the pipeliners try to build a nest egg. One thousand dollar weekly checks are common, but the shortest week worked on the line is six 10-hour days. And if the job demands it, workers will put in seven 12-hour or more days.

With a price tag of $6 billion on this project—the largest privately funded construction effort in history—every minute counts in meeting a construction completion and startup target of mid-1977.

The Alyeska Pipeline Service Co. is a consortium of eight firms—Sohio Pipe Line Co., Arco Pipe Line Co., Exxon Pipe Line Co., BP Pipelines, Inc., Mobile Alaska Pipeline Co., Philips Petroleum Co., Union Alaska Pipeline Co., and the Amerada Hess Corp. The name Alyeska is said to be the Aleut word for Alaska, "the great land."

Employment Peak

"If I put in 2 years here," Elmer muses to himself as he waits for a weld to cool so he can check it, "I can buy a little ranch in Texas and send my kid to college."

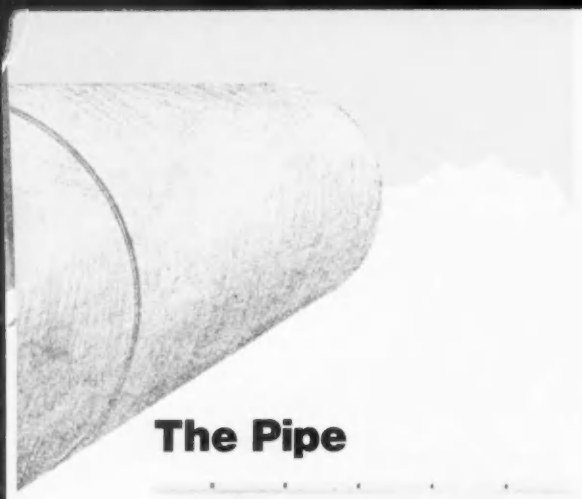
Labor Day was to mark the peak of The Pipe's employment curve for the year. An estimated 18,000 persons were employed in construction work an Alyeska spokesman said. But with winter approaching, the almost frantic summer construction schedule will slow slightly. During the 3 months between the snowmelt and the first snowfall, Alaska is either a dust bowl or a mud bowl. But it is warm enough for crews to work outside for a full shift. And there is sunlight almost 24 hours a day over much of the project, so work goes on around the clock.

But for every one person working on the project there are 10 or 12 others standing in line at the union hiring halls, in front of the Alyseka offices and in front of the State employment offices. Except supervisors, almost every person in every camp is represented by a union. The skilled pipeline tradespeople—welders, some heavy equipment operators, some electricians—are almost all hired out of State at their local union hiring halls in Tulsa or New Orleans or Houston. Laborers and other less skilled workers are hired in State, but such heavy preference is given Alaska residents that it is practically impossible for just anyone to go to Alaska and hook on with the pipeline. Alaska's unemployment rate hovers around 12 percent.

As winter arrives the construction pace will slow and the lines at the employment offices will be both longer and colder.

At The Pipe's northern end, near the Prudhoe Bay oil fields, workers can see winter coming. The mostly clear or lightly overcast skies of July and August become dark and threatening in September as the first storm line begins its southward migration from the polar icepack where weather is made.

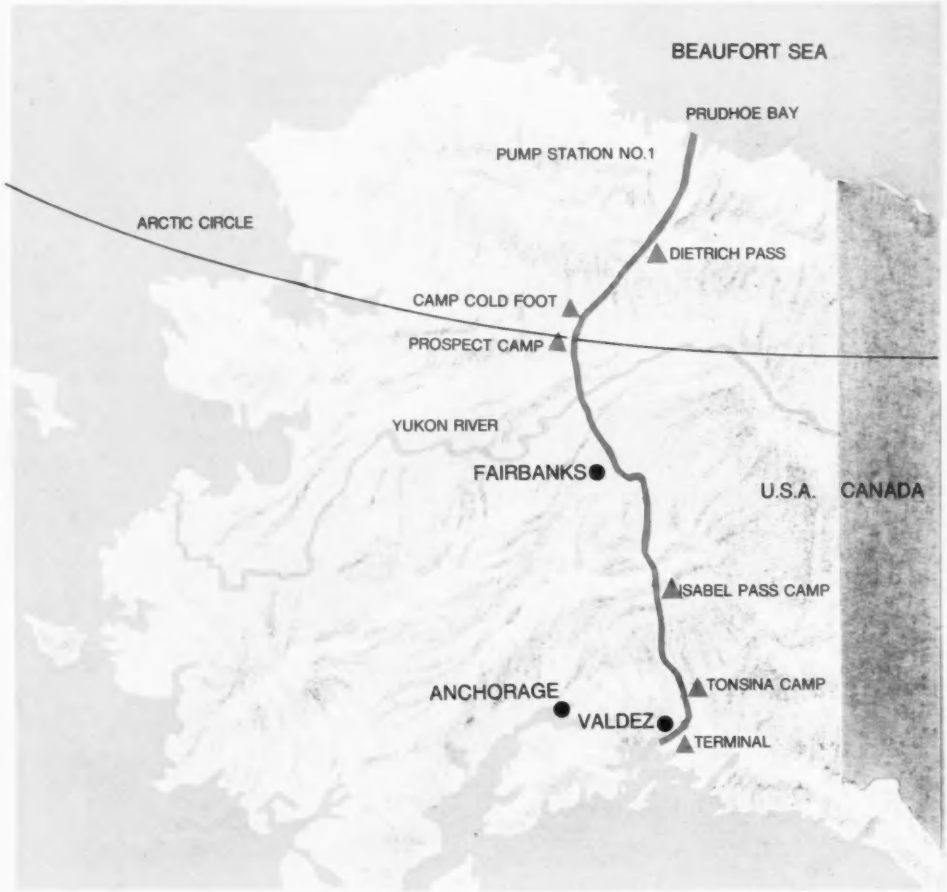
At the same time days are getting shorter. And the heavy clouds combine with the shorter days to produce the first hints of the arctic winter gloom that sent many a sourdough into fits of deep depression and uncontrollable rage. Today, the camps are well heated and



The Pipe

Warm two-story dormitory units at Pump Station One offer a comfortable "home" for Alaska pipeline workers on the cold, barren North Slope.

When the temperature is 30 degrees below zero at Pump Station One, near Prudhoe, it's in the fifties or sixties above zero inside the cloth cocoon of the "baloney building," which resembles a partially inflated blimp.



brightly lit. The walls are painted in soft pastels. Television and movies ease tensions and—for a price—a long distance telephone call home renews family contacts. But, the Arctic is in control outside, and camp managers still watch for occasional cases of "cabin fever."

By the end of December, the sun will rise just enough to touch the horizon—from underneath—casting a pale glow into the sky like twilight in reverse. Then it will drop again, leaving the Arctic in almost complete darkness for most of December and January.

During the ever present daylight of summer, the top few inches of arctic permafrost thawed, turning the tundra into a kind of marsh—too shallow to boat on, too wet to walk through.

The tundra marsh is the perfect breeding ground for the Alaskan mosquitoes. They swarm in countless hordes during the summer, penetrating layers of clothes and impervious to insect repellants. The sourdoughs used to joke that if you could package them, Alaska's mosquitoes would be the world's most concentrated meat supply.

But by Labor Day, the mosquitoes begin to vanish and within a few weeks after September 1, when you walk outside in the morning and the ice skim crunches underfoot, you breath a sigh of relief. The crunching ice signals two things: Winter is just around the corner, and the bloodthirsty pests are gone.

For the prospectors and sourdoughs of past Alaska rushes the onset of winter meant it was time to leave the "diggings" and hurry to Nome or Barrow or Fairbanks—or to one of a dozen other boom towns surviving today only in museums. Winter was a time to "hole up," repair gear, make plans for the next season, and put together a grubstake.

The Gulkana Glacier looms over Isabel Pass camp, about 200 miles north of Valdez.

At the ice-free port of Valdez, five tanker berths will be constructed below wooded Jackson Point. The marine terminal includes four 100-bed workers' dormitories.

Manpower Administration Supports Programs Linked to Pipeline

The construction of the Alaska Pipeline has sparked a need for training and placement services over and above those regularly available in the State. The Manpower Administration is therefore providing special funds for programs directly related to pipeline activities.

Through title III of the Comprehensive Employment and Training Act (CETA), Alaska has received a $1.6 million Pipeline Impact grant for fiscal year 1976. This grant, which supplements the State's regular CETA allocation, is earmarked for training and employing jobless Alaskans in pipeline construction jobs. The State has matched this grant with another $1.6 million, and the total will go for a variety of training and support activities.

About 1,000 people—many of them native Eskimos, Aleuts, and Indians from outlying bush areas—will get on-the-job training, classroom training, or a combination of both during the fiscal year. Training will be primarily for pipeline occupations in short supply. These include welders' helpers, teamsters, operating engineers, electricians, culinary workers, asbestos workers, laborers, and iron workers. Unions involved in pipeline construction will provide most of the training under subcontracts with the State.

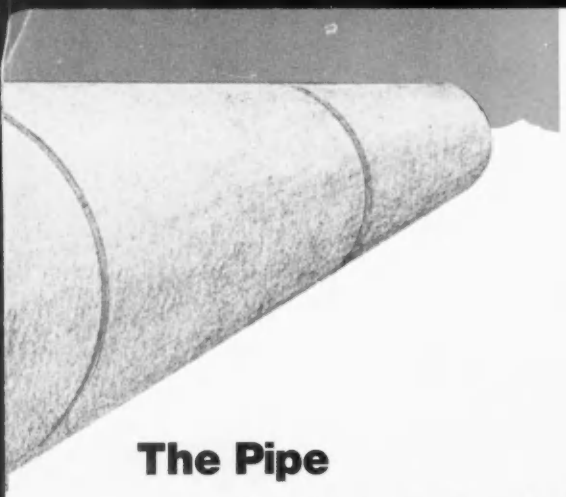
Pipeline Impact monies are also funding two Mobility Centers set up in Anchorage and Fairbanks, the cities from which most pipeline workers are dispatched. The centers provide housing, food, transportation to local hiring halls, and other services for Alaskan Natives and other workers who have been hired for the pipeline but have not yet received their notices to report to work.

Workers may stay at the centers for up to 2 weeks while awaiting the notices—which may require them to start work in 24 hours. This arrangement is particularly useful for workers from rural areas; because of poor communications and transportation, some rural residents do not receive their notices until after the day they are scheduled to start work or are not able to reach their worksites on time.

In addition to the Pipeline Impact grant, the Manpower Administration has provided the Alaska Employment Security Division nearly $2.2 million above its regular funds for fiscal year 1976. This grant is designed to help the division handle heavy workloads connected with the screening, selection, and referral of applicants for pipeline-related jobs or training.

Under contract with the Human Resources Planning Institute, a private consulting firm, the Manpower Administration has also funded an economic study to assess the impact of the pipeline on both present and future manpower needs in Alaska. The study, which is costing $137,000, is designed to provide accurate forecasts of manpower needs through 1980 so that the State can draw up effective manpower plans.

Gloria Stevenson



Vertical Support Members (VSM's), otherwise known as pilings, will hold The Pipe above ground where soil stability is questionable. About 74,000 of them will be required.

The Pipe

But in the pipeline camps construction goes on 12 months of the year. In order to meet the schedule of 1.2 million barrels a day of warm oil flowing through The Pipe in 1977, workers take advantage of insulated clothing, heated cabs on construction machines, and heated work areas where much of the material preparation is done.

At Pump Station One, near Prudhoe, the camp's outstanding landmark is the "baloney building." Looking like a cross between a World War I barrage balloon and a blimp, the structure is a multilayer tube of synthetic fabric held up by air pressure. Air compressors keep inside pressure above normal and double door "air locks" keep pressure from escaping as workers move in and out.

Inside the warm cloth cocoon, workers premix thousands of cubic yards of cement to be used in the pump project. When it is 30 degrees below outside, it is always in the fifties or sixties inside, warm enough to work comfortably.

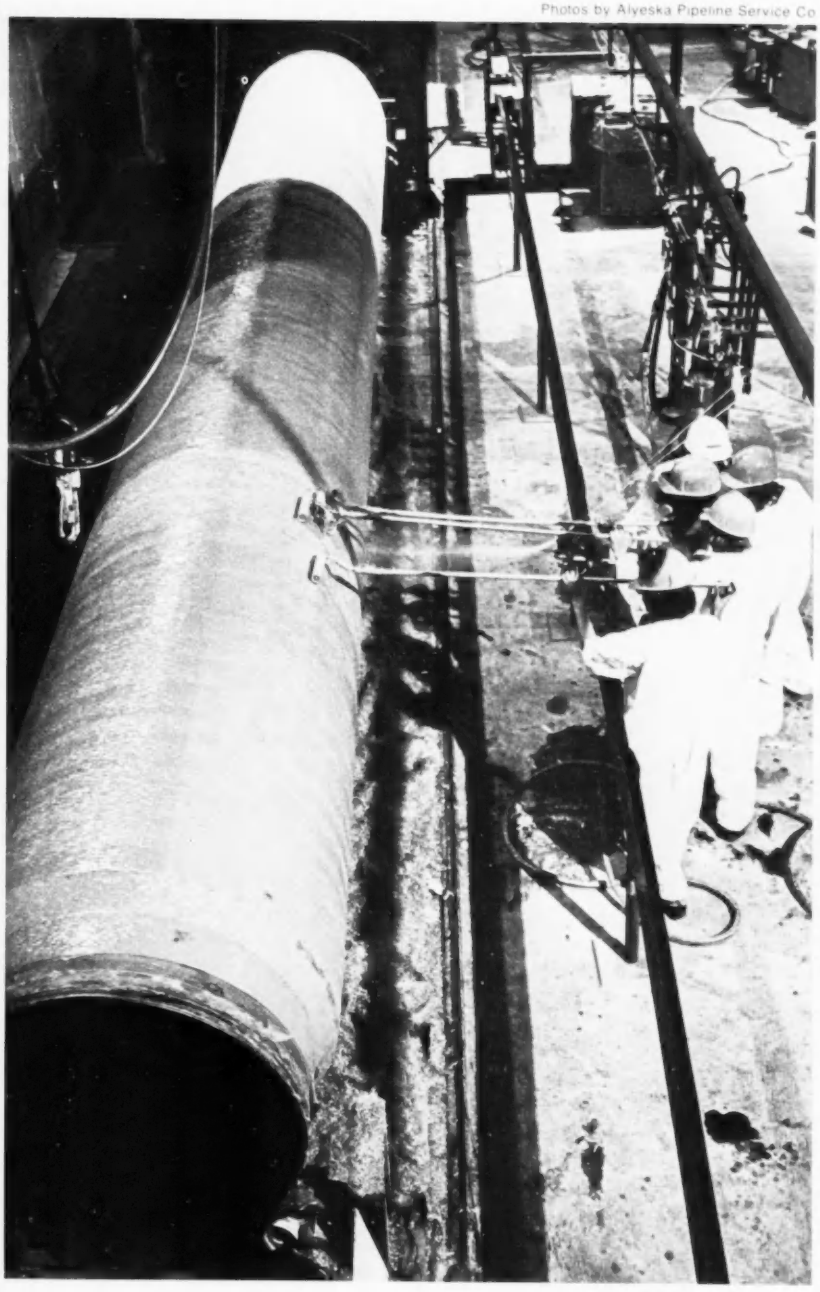
Warming The Pipe

But even modern technology cannot always cope with the Arctic. Pipe laying in one section was slowed and then stopped for a few days by blowing snow. Crews couldn't use machines to get the snow out of the trenches after pipe was laid without scraping off the pipes' coatings of insulation. And brooms and shovels just weren't fast enough.

Welders like T.R. and Elmer work through the winter inside clear plastic huts placed over pipe joints that are to be welded. The huts are heated by giant gasoline stoves that blow hot air onto The Pipe. The Pipe has to be warmed to almost 200 degrees before high pressure arc welding machines can be turned on. Should a welder start working on "cold pipe," he would crack the metal or

Whirling drill bit cuts into frozen arctic earth speedily gouging holes for VSM's at about one foot per minute.

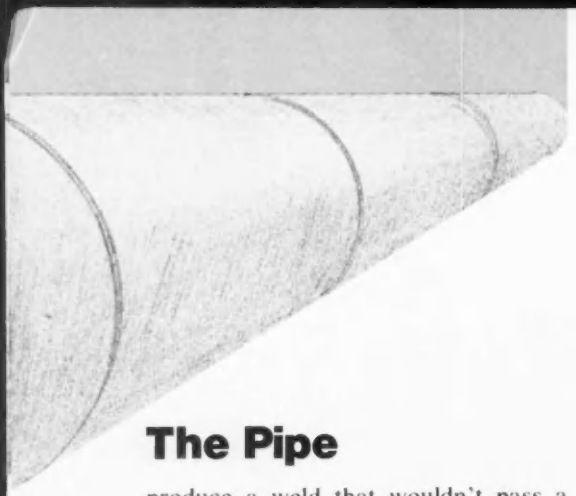
Photos by Alyeska Pipeline Service Co



A protective coating of epoxy is applied to a section of The Pipe by workers in the huge pipe yard at Fairbanks. Insulated pipe is used below ground.

Welder connecting a pipe joint is protected from the arctic cold by a clear plastic shelter. Three modes of welding—automatic, semiautomatic, and manual—are being used in constructing the 798-mile pipeline.

It's not unusual to have steak, prime rib, or lobster for dinner. In one typical week cooks served 800 pounds of steak, 300 pounds of lobster tails.



The Pipe

produce a weld that wouldn't pass a required X-ray examination. Very many "no-pass" welds and the welder is looking for another job.

But even inside the welding huts, despite their high pressure heaters, it gets bitterly cold during the winter. Welders take frequent breaks inside heated buses parked on the jobsites. When they work inside the huts, T.R. and Elmer wear long thermal underwear, wool pants, wool shirts, and down-filled insulated coveralls.

The windchill factor affects the pipeline workers most. Even on a "balmy" day with temperatures at minus five degrees Fahrenheit, a mild 10-mile-an-hour wind will produce a chill of minus 25 degrees—a temperature at which exposed flesh will freeze in 1 minute.

Laborers working outside can often spend no more than half an hour in the cold before they have to warm up. In addition to the basic uniform worn, the welders, laborers, and other outside workers usually wear a ski mask over their faces, a heavy down-filled parka, and—as important as any other item of clothing—insulated boots. Toes and feet freeze quickly in the Arctic, once frozen they send no signals that they're in trouble.

Understandably, one of the camps along the pipeline is named Cold Foot.

Working in the arctic winter is an eerie and sometimes mystifying experience. The ground can be softened somewhat by a heavy machine so a pick or shovel can be used to break the surface. But there have been occasions when within instants after the pick comes down, the ground freezes solidly around the pick, trapping it. The cold that froze the ground also seemed to numb one new worker's mind. It took him minutes to understand why he couldn't get the tool out of the ground.

The frozen ground that can trap a pick or shovel also dulls the hardest drill bits. Punching holes with power augers for the thousands of Vertical Support Members (VSM's)—otherwise known as pilings—is a tedious process. But when bits have to be changed every few feet in a 20-foot hole, it becomes frustrating and infuriating as well.

And the cold that can freeze the ground into rock 5 feet deep can also overwhelm a person, literally in seconds. A 2-minute walk from room to the mess hall without gloves can cost fingers. A 15-minute after-dinner walk can cost your life if you become disoriented in the arctic night. Pipeline workers are urged never to go outside alone in the winter—even for short trips from one camp building to another. A 50-mile-per-hour North Slope wind combined with a temperature of 25 degrees below zero is more than equivalent to an industrial flash freezer.

Aside from work, the main occupation on the pipeline camps is eating. Although burning thousands of calories while on the job, the workers joke about having "pipeline belly," the result of spending too much time at the table.

Food is justly famous in the mess halls. In one typical week cooks served up 480 gallons of milk, 800 pounds of steak, 300 pounds of prime rib, 300 pounds of lobster tails, 60 gallons of ice cream, 210 pies, 350 dozen homemade rolls, 910 dozen cookies.

At Prospect Camp, just north of the Arctic Circle, a weekly menu included: steak twice, prime rib once, and lobster tail once. In addition shrimp and crab salads are common and towering desserts of various description round out lunches and dinners.

In addition, a short-order grill is open 24 hours a day for hamburgers, hot dogs, chili, and the like.

T.R. and Elmer, and many of their coworkers haven't been home for 4 weeks. Their rotation "outside" will not take place for another 5 weeks: Then the company will fly them home for a 2-week leave or, as they call it, "R. and R." (rest and rehabilitation).

Life for the modern Alaska boomer isn't much like life for the sourdoughs and others of previous booms. There is some security, there is a warm place to work, the job is steady, and the paycheck is sure.

Yet, many an old pioneer prospector would recognize the men in the pipeline camps as close kin. Like the oldtimers, these modern boomers came to the Arctic to strike it rich. And like the old sourdoughs who did strike gold, the wealth was gotten only at the cost of long hours of work that is hard, dangerous, cold—and many times—boring. In the end, many pipeline workers wonder whether the money is worth the months of loneliness and isolation from friends and families. That is the price they pay. □

Don't Go Without a Commitment

Although the $6 billion Alaska oil pipeline job—the biggest privately funded construction effort in history—has created substantial employment and will generate more, the U.S. Labor Department and the Manpower Administration warn jobseekers not to heed the call of the wild.

Don't go to Alaska seeking work, the Federal Government says, unless you have a commitment in writing from an employer.

News & Notes

According to the U.S. Department of Labor's Manpower Administration, a total of 76 Federal and State Indian reservations have been allotted $9.9 million under title II and title VI of the Comprehensive Employment and Training Act (CETA) to continue approximately 1,500 public service jobs through June 30, 1976. Unemployed Indians will be hired as police officers, firefighters, teachers, nurses, recreation supervisors, and a variety of other community jobs.

* * *

Some 20,000 migrant and seasonal farmworkers will receive aid from a grant of $2.1 million under the Comprehensive Employment and Training Act's title III providing technical assistance in the construction of housing. The grant--made to Rural Housing Alliance of Washington, D.C. to continue a program begun in 1971--is expected to pave the way for the construction of rental housing for about 15,000 workers and will aid about 5,000 migrant families of 10 or more persons in the construction of individual homes. Monies are not used for construction costs but for assistance to migrant and other farmworker groups in locating construction sponsors, arranging for financing of construction, and construction supervision.

* * *

A final allocation of $766,000 for health professions student loans brought the total for fiscal year 1975 to just under $36 million, according to the Department of Health, Education, and Welfare's Bureau of Health Manpower. Approximately 29,000 students are receiving the funds in medicine, dentistry, osteopathy, optometry, pharmacy, podiatry, and veterinary medicine.

Average salaries for white-collar occupations in the private sector climbed 9.0 percent during the year ended March 1975, according to the U.S. Department of Labor's Bureau of Labor Statistics. The increase was the sharpest annual rise since the 15-year series began in 1960, but still less than the 10.3 percent jump in the Consumer Price Index during the same period. For professional, administrative, and technical occupations as a whole, average salaries advanced 8.3 percent in the year ended March 1975 compared with a 6.3-percent gain the preceding year. Wage increases for clerical and clerical supervisory occupations came to 9.6 percent following average gains of 6.4 percent in 1973-74.

* * *

Three affirmative action programs--Office of Federal Contract Compliance, Handicapped Workers' Task Force, and Veterans' Task Force --within the Labor Department's Employment Standards Administration are being merged to improve operating efficiency. The new office resulting from the merger will be called the Office of Federal Contract Compliance Programs. The programs involved are Executive Order 11246 as amended; Section 503 of the Rehabilitation Act of 1973; and Section 402 of the Vietnam Era Veterans' Readjustment Assistance Act of 1974. Each affects equal employment practices of Federal Government contractors.

* * *

According to updated figures from the Bureau of Labor Statistics, the annual income required for an urban retired couple to maintain an "intermediate" living standard came to $6,041--exclusive of personal income taxes--in the fall of 1974. This was an 11-percent rise from a year earlier.

JOB
CENTRE
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ビデオ
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Employment Services: The Global View

by Beatrice G. Reubens

Those who wonder whether other countries are ahead of the United States in their employment service activities may be reassured by a statistic or two. Sweden's employment service, whose leadership is commonly acknowledged, probably does not directly serve through all of its varied activities more than 15 to 20 percent of its entire labor force in any one year. Around the world, few employment services can claim that their penetration rates (the share of the employment service in all placements) are above 25 percent; all employment services recognize that most people find their jobs through other channels, especially by direct application to employers or the aid of relatives and friends.

One conclusion that may be drawn from these statistics is that the gap between the best and worst performers among employment services is necessarily narrow because the ceiling is so low. If numbers were the only criterion of success, the lagging countries would not have to go a great distance to catch up to the leaders. But all would confront the fact that they are not serving the vast majority of their labor forces.

Comparative placement statistics are not, however, the all-important index of the quality or contribution of employment services. Equal weight may be placed on an employment service's general and indirect achievements, which are not necessarily conveyed by data about the number of individuals served. Concern about these general and indirect activities is evident in recent developments in the employment services of Europe, Asia, and North America. Despite differences among the developed countries in size, political and social institutions, economic circumstances, and demographic developments, major trends are remarkably similar from one country to another.

A New Image

On trend is the separation of the employment service from the unemployment insurance system, both programatically and physically. Countries with long-established employment services have been eager to remove the image of the "unemployment office." In this respect, the Scandinavian countries had an advantage because their trade union unemployment funds always had been divorced from the official employment services. Countries which have recently established, strengthened, or reorganized their employment services—France, Ireland, and Denmark, for instance—have been careful to exclude the unemployment benefits function. In some countries, the employment service no longer tests willingness to work or polices the unemployment benefits system. Moreover, standing in line to claim or receive benefits has become a thing of the past, as the telephone and mails take the place of demeaning and time-consuming personal registration. However, virtually every country requires or encourages claimants for benefits to consult the employment service about job vacancies.

As a corollary of the separation of the two functions, payroll taxes are becoming less important as a source of finance for employment services; usually, general revenues are substituted. An important exception is the Federal Employment Institute in West Germany, which has reinforced its use of the payroll tax as it has added new manpower activities. There appears to be no connection between the source of finance and the amount spent per capita. Expenditures on employment services vary consider-

Beatrice G. Reubens, Senior Research Associate, Conservation of Human Resources at Columbia University, is an internationally recognized authority on comparative labor market developments.

Employment Services

ably among the nine developed countries. According to the table on page 12, West Germany and Sweden spent over $10 for each member of the labor force—five times as much as Great Britain—while the rest of the countries spent between $4.50 and $6.70. For various reasons, not least the lack of recent information, such international comparisons should be used cautiously; some authorities would prefer to compare expenditures per placement, rather than per member of the labor force.

(EDITOR'S NOTE: The Employment Service in the United States deals primarily with those workers in the labor force who become unemployed. If per capita expenditures by country are measured per unemployed worker [annual average], a somewhat different picture evolves.)

Another major trend is a diminished emphasis on placement as the primary function, although in most countries the employment service continues to be known mainly for its placement activities. In part, this trend reflects changes in the way placement occurs; in part it arises from the adoption of new manpower goals and policies and the assignment of an important role to the employment service in their execution. To begin with, placement activity may become less important as an employment service introduces methods—especially self-service systems and electronic data processing—which have a potential for eliminating the intermediary in placement. As clients increasingly place themselves, placement statistics may become difficult to collect and less meaningful.

Although the Swedish innovators accept this consequence as intentional and desirable, other countries are concerned that automatic, unrecorded placements may make it harder to manage and evaluate employment service activity. Yet it seems inevitable that these developments will proceed further, with the result that the placement section will tend to become a personal counseling service for the difficult cases which are superimposed on a mass of automatic activity—an outcome predicted by an Organization for Economic Cooperation and Development (OECD) conference in 1971.

The placement activity has also lost status because it is a passive response to the labor market. It operates purely as an intermediary, and does not influence the quantity or quality of jobs. Unless supply and demand are in reasonable balance in the labor market, the placement service cannot be very effective. Either tight or loose labor markets result in dissatisfaction on the part of one or the other of the parties seeking the aid of the employment service. Yet, experience suggests that severe imbalance in the labor market is a far more common occurrence than balance. Another criti-

Government Expenditures on Employment Service and Manpower Programs
(in dollars at current prices and exchange rates)

Country	Year	Labor force (millions)	Expenditure on Employment Service & Administration[1] (millions)	Per capita expenditure on employment service (dollars)	Total expenditure on manpower programs[2] (millions)	Per capita expenditure on manpower programs (dollars)	Manpower expenditure as percent of Gross National Product	Expenditure on permanent job creation[3] (millions)
United States	1969–70	84.2	563	6.69	2,701	32.08	0.3	3,082
Belgium	1968	3.8	19	5.00	60	15.79	0.3	180
Canada	1968–69	8.3	43	5.18	281	33.86	0.4	608
Denmark	1970–71	2.4	11	4.58	35	14.58	0.2	59
Germany	1969	27.0	292	10.81	564	20.89	0.4	683
Japan	1969–70	51.0	329	6.45	649	12.73	0.4	709
Norway	1968	1.5	7	4.67	27	18.00	0.3	64
Sweden	1969–70	3.9	40	10.26	324	83.08	1.2	372
Great Britain	1969–70	25.0	58	2.32	314	12.56	0.3	968

Source: Adapted from OECD, Manpower Policy in Denmark, Paris: 1974, p. 53.
Due to difficulties in concepts, definitions and international comparability, data should not be regarded as final. Labor Force data from OECD, Labor Force Statistics.

[1] Where available, the costs of the network of employment exchanges and ancillary facilities (e.g., for vocational guidance, aptitude testing, rehabilitation, etc.) are included together with those of the central policy making and controlling body.

[2] Includes employment service, adult training, mobility allowances, temporary job creation, redundancy pay, sheltered employment, etc.

[3] Payments incurred to encourage the creation of permanent employment in depressed areas can take form of investment, subsidies on loans, or subsidies to labor costs in particular areas or industries.

cism is that the employment service puts most of the burden of adjustment on jobseekers, accepting employers' requirements as fixed.

A declining importance for placements and placement statistics does not imply that the employment service has less responsibility for gathering information on job vacancies. On the contrary, it's service to individuals and it's contribution to labor market policy dictate that it should have the largest possible volume and the highest possible quality of information on job vacancies. Toward this end, Sweden, following Belgium's example, is gradually introducing compulsory notification of vacancies to the employment service. Swedish employers have not been enthusiastic about this.

Analyses also reveal that placement is a limited activity because public employment services cannot penetrate certain segments of the labor market. No increase in resources, staff, or effort will raise the placement rate, because institutional or other restrictions dictate that access to certain jobs can be achieved only through other means—among them trade unions, professional associations, civil service or other formal examinations, licensing or personal connections. Try as they may, public employment services can never account for a majority of placements in more than a few occupations.

Added Functions

To these negative reasons for downgrading placement as the main or only activity of employment services must be added the positive influence of an active manpower policy. According to an OECD working party of informed officials of 17 member nations, the major functions of an employment service which is evolving into a manpower agency are, in addition to placement: implementation of manpower policy; coordination of manpower and economic policy; provision of labor market information and manpower analyses; employment counseling and career guidance; special services for particular groups; supervision of labor mobility and immigration; manpower development and occupational training; and regional economic development.

Although the concept of an active manpower policy undeniably has spread throughout the developed countries, its impact on each employment service has varied a good deal. The share of the new tasks assigned to the employment service has depended on each nation's interpretation and choice of goals, commitment to their implementation, social and polictical structures, organizational forms and traditions in government and the employment service, and prevailing labor market conditions.

Symbolizing their new manpower interests, many employment services have moved to brighter, better furnished local offices and have adopted new names. For example, Britain now calls its offices Job Centres. Canada has converted to Manpower Centres, and West Germany operates under the Federal Employment Institute instead of the former Federal Institute for Placement and Unemployment Insurance. Sweden, however, clings to the name "employment service," so performance need not be equated with name.

At the intermediate stage in the evolution of the employment service into a manpower agency, a stage which virtually all developed nations have reached, the passive placement function is supplemented by an active role in adjusting and improving the quantity and quality of the labor supply, without, however, exerting much impact on demand for labor. At a more advanced stage, the employment service would become a full-fledged manpower agency, successfully conducting manpower policy as an integral part of economic policy, aiding the occupational and personal development of the labor supply, and assisting employers to utlize their entire work force efficiently. Sweden may be farthest along the road to incorporating all of these objectives in its program. Japan, Canada, and Great Britain have some experience with helping employers in the utilization of existing and new workers.

Manpower activities directed towards

Employment Services

improving the labor supply are numerous, but they are not always located in the employment service. If a country provides mobility grants, they are very likely to be administered by the employment service. However, training and retraining, job creation, permits for foreign workers, location of industry, or regional development programs may be spread among several agencies or concentrated in a body other than the employment service. Similarly, forecasts of employment trends may be partly or entirely the responsibility of the employment service.

The table shows that in each country, the total expenditure on manpower programs, including the employment service, is several times greater than the expenditure on the employment service alone. However, these figures do not reveal which programs are administered by the employment service; they simply tell how much the country spends. Sweden's leadership in expenditures per labor force member is firmly established, and Canada and the United States are next. West Germany, whose expenditures for expanded training programs have advanced rapidly in recent years, might occupy a higher rank in a later compilation.

Modus Operandi

Whether the employment service administers a large number of manpower programs seems to be related to the form of organization adopted. Japan, for example, operates a large number of manpower programs but assigns only a few to the employment service. Organized under Japan's Ministry of Labor, the Employment Security Bureau operates the highly centralized employment service which pays mobility allowances but otherwise does little beyond the traditional tasks of information, guidance, and placements. Other manpower programs fall to the Unemployment Countermeasures Department, the Vocational Training Bureau, the Trade Skill Test Association, and the Employment Promotion Projects Corporation, a nonprofit, semigovernmental organization responsible for a large number of agencies and programs.

Sweden and West Germany, along with Norway, Belgium, and recently Great Britain, follow a different organizational pattern which appears to foster a wider range of activities for the employment service. Sweden's case may illustrate the most extensive role anywhere for an employment service, since the district and local offices of the Swedish employment service are the sole agents for virtually all aspects of Sweden's highly developed and broad-ranging manpower activities.

The distinctive feature of Sweden's organization is that the National Labor Market Board, which has overall responsibility for all manpower programs, is a semipublic body, ultimately responsible to the Ministry of Labour. Besides a director and deputy director, the board consists of three employer federation representatives, six trade union federation representatives, one representative for agriculture, and one for female labor. The direct participation of the interested parties in policymaking and administration is a great strength, and the semipublic status encourages a degree of programmatic and financial flexibility and independence not found in manpower agencies which are part of regular government departments.

The Swedish Way

In Sweden, manpower policy is made at the national level and, by American standards, policy and administration are highly centralized. However, the 24 county labor market boards, constituted in much the same way as the national board, have been given increasing latitude and responsibility for seeing that programs are executed through the district and local offices. Sweden's district and local employment service offices employ about 3,400 of the 6,200 people who work full time on manpower; in addition, there are over 1,000 part-time employees.

All new recruits are sent to a training college near Stockholm for a basic-training year and further training. So prized is a job in the employment service that 5,500 people applied for jobs in 1970, but

Berufsberater

only 125 were hired. There are no formal educational equirements for employees, and life experience is highly valued. Since employees of the employment service are not regular civil servants, their pensions are transferable and personnel move more easily from industry to industry.

It is apparent just from the cases of Japan and Sweden that the role of employment services varies much more than a list of national manpower programs would indicate. There are, in addition, at least two individual examples of employment service activity which merit attention.

The principle that a public employment service should charge no fees to employers or employees is well established and is stipulated by Convention 88 of the International Labor Organization (ILO). Great Britain recently withdrew its endorsement of this ILO convention in order to charge fees to employers who recruit employees through the Professional and Executive Recruitment Service (PER), a specialized and distinct branch of the public employment service which seeks and fills vacancies in the middle ranks of the professional, managerial, executive, technical, and scientific occupations and for executive secretaries in Britain and abroad.

The decision to improve the PER through computerization and to charge fees grew out of the conviction that an effective employment service must cover the entire spectrum of occupations, including those at the highest levels. In other countries, this sector is deliberately ignored or given minor consideration. But even countries which desire to provide services to the higher occupational levels have not tried the fee-charging approach.

Fees in Britain

Britain's decision was made at a time when the PER placed 1 in 6 of its applicants and filled 5 percent of the jobs in its field. Each of its placements cost an average of £100 (equal to about $220) against £12 in the remainder of the employment service. This discrepancy plus the reported dissatisfaction of the business world with private employment agencies led to the idea of employer fees which were needed to finance the proposed improvements in PER. Using a scale of fees which are competitive with those charged by private agencies, PER hopes that current expenses will be fully met by fees as early as 1976. The capital costs have been left to government as have the current costs of advising and aiding higher level jobseekers who are not in active demand by employers—middle aged or older unemployed men and women and young people emerging from higher education without specific skills.

Some critics claim that the PER, as a public agency, should give more attention and help to its less employable clients. Meanwhile, PER's fee-charging placements have been adversely affected by the rising unemployment and economic uncertainty in Britain, although the PER believe it has increased its share of total placements, largely at the expense of private employment agencies. Its operations have also led to the publication and sale to employers and jobseekers of a quarterly survey of conditions in the executive labor market, with a supporting information and advisory service to subscribers. The British experiment in fee-charging will be watched with interest elsewhere.

Relationships between employment services and the schools vary greatly from country to country, ranging from virtually no contact to major responsibility on the part of the services for the information, counseling, and placement of young people leaving secondary education for the labor market. As an example of the active role, Japan's activities are unsurpassed. The Japanese program was perfected during the 1960's, when labor shortages were severe, the supply of young people was declining, and Japanese employers—always willing to recruit and train youngsters direct from school for a lifetime job in the firm—were competing vigorously for school leavers. The employment service is concerned not only about the smooth transition of new entrants into the labor

market but also about the allocation of this important source of manpower to the new and expanding sectors of the economy.

Through activity in the schools which is coordinated by the employment service, a high proportion of junior high (middle) school and high school graduates have been placed in jobs before the school year ends. When junior and senior high school graduates were asked how they found their first jobs, 75 percent gave credit to the schools or the employment service. Between the employment service and the schools an easy cooperation prevails and the information, guidance, and placement activities are effectively divided.

Three Differences

In drawing lessons for the United States, several differences between the United States and the foreign countries described here must be borne in mind. The political system in most of these countries is based on a central government rather than on Federal and State governments. As a consequence, employment services are automatically organized as national services, wth policies, programs, standards, and administration centrally directed, although local units usually have some discretion in implementation. The degree of decentralization adopted in the United States is not found elsewhere, even in countries with a Federal system.

No country we have considered has both the size and population of the United States. Canada which has the size but not the population also has a Federal governmental system, but its employment service is far more centrally directed than the American. Japan, which has a large population, operates a completely centralized employment service. An analysis of the countries with strong employment services suggests that a centralized system with firm financing is an asset.

A second political difference between the United States and the other countries is that the latter are organized on the parliamentary system. Programs developed and administered under the parliamentary system tend to be less subject to precise legislative regulation, less restricted by detailed financial allocation or sudden changes, less subject to the creation of new categorical programs and additional agencies which compete or overlap with activities of the employment service, and less likely to be assigned to new duties which affect their capacity to carry on their regular work.

A third difference is the economic climate in which the various employment services have functioned. Until recently, the countries under consideration—except for Canada—have been so free of major unemployment that a former director of the U.S. Employment Service (USES) commented that the discussion at a 1967 OECD conference on employment services dealt barely with their role in an unemployment situation, whether the unemployment was caused by technological displacement, structural imbalances, or economic recession. This is not to say that these countries do not have programs suited to such situations. But the employment service either had not been directly involved in such programs or had not given them high priority. Whether the experiences of the 1970's will alter this perspective remains to be seen.

Related to the previous subject is the whole question of the disadvantaged. At the same OECD meeting, the American participant noted very little discussion of employability services for the disadvantaged or those who are not regularly in the labor force. While none of these countries has as large or severe a problem as the United States, many of them have been slower to acknowledge the existence of such problems as they do have.

But there are countries in Europe—the Netherlands and Sweden, in particular—whose awareness and action on behalf of their disadvantaged have matched or exceeded the American effort. To be sure, their problems are miniscule compared to ours. However, it is instructive to observe the differences in approach. The European programs for the disadvantaged have not dominated the work of the employment service to the detriment of its traditional tasks or of manpower activities on behalf of the entire labor force. And their ambitions for the disadvantaged were not so great that they risked major setbacks when economic activity slackened, or roused the antagonism of those whose own positions were threatened by efforts to upgrade the disadvantaged.

Points to Study

In light of these differences, are there any transferable lessons? On the assumption that the American employment service is seeking both to improve its performance in the areas where it is presently active and to enlarge its scope, several points emerge from the experience of other countries and from international discussions.

- Adequate financial support of the employment service is a necessary but not a sufficient condition of good performance.
- Direct participation by management and labor in policymaking and administration at every level of the employment service is so important that every effort should be made to facilitate it. The usual advisory role is a poor substitute and often ends up as nominal participation.

A Look at the Issues

"Can public employment services simultaneously serve the economic and manpower goals of workers and employers and the social goals of the society at large?"

That question—asked by William H. Kolberg, the U.S. Department of Labor's Assistant Secretary for Manpower, at a joint conference between the Manpower Administration (MA) and the Interstate Conference of Employment Security Agencies, Inc. (ICESA)—was addressed by the participants in their subsequent discussions. The answers they came up with will help to shape public employment services for years to come.

A future orientation was much in evidence at the conference, which took place in Chicago, April 22-24, 1975. "The Role of the Public Employment Service: 1975-1985" was the title of the conference. All the speakers tried to make their listeners aware of how current developments will affect the future course of employment services—not an easy task during a period of economic recession.

The first of the conference's three "issue" sessions was devoted to examining public employment service roles in meeting social needs. Among the speakers at the session were Eli Ginzberg, director of Columbia University's Conservation of Human Resources group, and Jacob Clayman of the AFL-CIO. Ginzberg pointed out that the U.S. Employment Service's history of periodically going from one set of objectives to a different set of objectives reflected confusion in society at large about manpower policies, and he stressed increasing the penetration rate and strengthening employer contacts. Clayman, while agreeing on the need for a more coherent policy, emphasized the role of the public employment service in finding jobs for the disadvantaged. According to Charles Odell, currently on assignment to the State of Pennsylvania, Bureau of Employment Security, in the exchange program of the Intergovernmental Personnel Act, the consensus among participants at this session was that the central function of public employment services should be labor exchange; and that the scope of counseling, services to the hard-to-place, enforcement, and other necessary activities must depend on the resources available.

The second issue session—on Federal, State, and local responsibilities and relationships in public employment services—encouraged more planning from State and local levels and better cooperation between employment service (ES) offices and Comprehensive Employment and Training Act prime sponsors. This cooperation becomes particularly vital, since only imaginative and flexible public employment service to prime sponsors will prevent duplication of services at the local level. Nathaniel Semple, a staff member of the U.S. House of Representatives Education and Labor Committee, stressed the need for ES to improve its communication with Congress.

Financing was the topic of the third issue session. A wide variety of proposals was discussed, among them separation of the unemployment insurance (UI) system from ES; increased funding from Federal general revenue; and fee charging by ES. Most of the participants, however—according to Curtis C. Aller, of the Center for Applied Manpower Research—favored the Federal Unemployment Tax Act system as a source of funding. They agreed that change was necessary, but they favored some form of formula funding, whereby the basic range of ES activities would be funded from a flexible base budget and specialized activities would be funded from a variable contingency budget.

Can public employment services effectively perform the important tasks which they have been given? Immediately after he asked that question at the conference, Kolberg answered it in this way: "The high visibility of the employment service at the local level makes it imperative that it attempt to do so and that it make others aware of its efforts."

(The accompanying article is based on a presentation made at the MA-ICESA joint conference.)

- The effectiveness of the employment service rests on its ability to recruit competent staff who feel that their salaries, social position, and job satisfaction in the employment service are not lower than they could achieve elsewhere. However, the resolution of the personnel problem lies beyond the independent powers of the employment service. How the whole society values this activity determines its relative status and pay.
- Even capable staff need basic training and refresher courses, especially if the employment service is changing or enlarging its functions. Since training has high overhead costs, the possibilities of pooling training in regional facilities for a group of States should be explored as a means of establishing systematic and comprehensive training.
- New and different kinds of labor market information must be developed by the employment service if it is to perform its manpower functions. Too often information consists chiefly of data which result from administrative procedures. Consideration must be given to the purposes for which information is collected, analyzed, and disseminated and to the other sources of relevant information outside the employment service.
- The limitations on increasing the placement penetration rate due to segmented labor markets with restrictive entry should be recognized in planning the future of the employment service in the United States. There is room for a substantial increase in placement activity among certain groups, for example, high school graduates and dropouts, but overall the employment service probably should not concentrate heavily on raising its share of placements.
- The employment service should focus less on the immediate objective of job filling and more on long-run activities which do not pay off in placement statistics. Some of the areas in which the employment service can expand its activities are occupational information and counseling services in the schools and colleges, which are now making a very uneven effort to fill the gaps; occupational guidance of a long-range character for the labor force, including workers not changing jobs; and assistance to employers so that they will report their job requirements and conditions more accurately and adequately and utilize their employees more efficiently.
- Above all, the employment service requires clearly defined functions which are not subject to erratic additions, subtractions, or competition from other public agencies. □

Working In America

by Gloria Stevenson

Those who cherish the legacy of the past—while at the same time appreciating the advances of modern technology—saw a pageantry of old and new skills practiced at the 1975 Festival of American Folklife in Washington, D.C.

The sights and sounds of earlier days were recreated by oldtime fiddlers, ethnic folk dancers, American Indians, nimble artisans, and throaty blues singers. The ways of living and working in the scientific seventies were generated by airline mechanics, truckdrivers, and other craftworkers in colorful exhibits, including a jet engine, a railroad train, and other products of today's technology.

In the mix of old and new, one pattern became clear: The desires and accomplishments of the workplace remain as important an influence on life today as they did in days gone by.

The Festival of American Folklife is an annual event presented by the Smithsonian Institution and the National Park Service. Like its eight predecessors, this year's festival was designed to show the diverse contributions that specific ethnic, regional, and occupational groups have made to this country's culture and folkways.

Staged on the grounds stretching between the Washington Monument and the Lincoln Memorial on June 25-29 and July 2-6, the festival included dozens of workers who plied a rich variety of both contemporary and old-fashioned crafts. For the most part, the workers put their hearts as well as their hands into their work. They displayed a concern for quality and a satisfaction with their efforts that

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Indian beadwork hangs from a festival tent where craft items are sold.

Rufus Pinckney, from Beaufort, S.C., shows Joshua and Rebecca Coder of Washington, D.C., how he hand-knits fishing nets using a technique passed down in his family for four generations.

Labor Dept. photos by Harrison Allen

Although affiliated with the water transportation exhibits at the folklife festival, this worker was not demonstrating knot tying but trying to put up a tent.

A young visitor tries out airplane emergency exit slide in the geodesic-domed tent covering exhibits about airline maintenance work.

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should have dispelled the notions of skeptics who believe "Nobody takes pride in work anymore. Nobody really cares."

Eddie Glaszczak of Platte City, Mo., was one festival craftworker who obviously cares. Glaszczak is an electrical mechanic employed by Trans World Airlines (TWA) in Kansas City, Mo. While showing the way he cleans and repairs electrical connectors used in jet engines, he proudly told festival visitors how his methods have saved TWA thousands of dollars.

Glaszczak recommended, for example, that the connectors—fist-sized, metal devices made up of smaller, interlocking parts—be plated with silver instead of with the usual cadmium that wore off quickly. The idea was adopted, and the life of the connectors, which cost between $100 and $200 each, was extended considerably. Glaszczak also found a way to recycle old connectors by replacing their wornout plugs, a relatively inexpensive process. Whenever possible, the company now retrieves old connectors instead of buying new ones.

Displayed on his workbench at the festival was a letter Glaszczak received in 1972 from W. J. Usery—then Assistant Secretary of Labor for Labor-Management Relations and now Director of the Federal Mediation and Conciliation Service—praising him for his latest money-saving suggestion. Both Glaszczak and Usery are members of the International Association of Machinists and Aerospace Workers (IAM), one of the craft unions that participated in the folk festival.

Other IAM airline maintenance workers from TWA's Kansas City overhaul base were also on hand. In the geodesic dome-like tent that covered their display, they explained how airline passengers' seats are built and overhauled, whooshed down the emergency exit slides used in planes, and answered questions about the 6,000-pound jet engine that was a part of the exhibit.

Glaszczak and his buddies were as interested in doing a good job at the festival as they are in their regular work. Glaszczak pointed out that they had set up the displays themselves and said with obvious pride, "I think we did a pretty good job, and none of us had any experience in putting together anything like this before."

Near the airline maintenance workers' display, members of the Air Traffic Controllers Association demonstrated how a controller directs airplane traffic through one well-defined section of the airways and then "hands the pilot off" to the controller responsible for the next area. The airline maintenance workers and air traffic controllers were stationed in the festival's Working Americans section, which each year features a different occupational group. This year,

Eddie Glaszczak, an electrical mechanic employed by TWA and a member of the Machinists union, explains how he cleans and repairs electrical connectors used in jet engines.

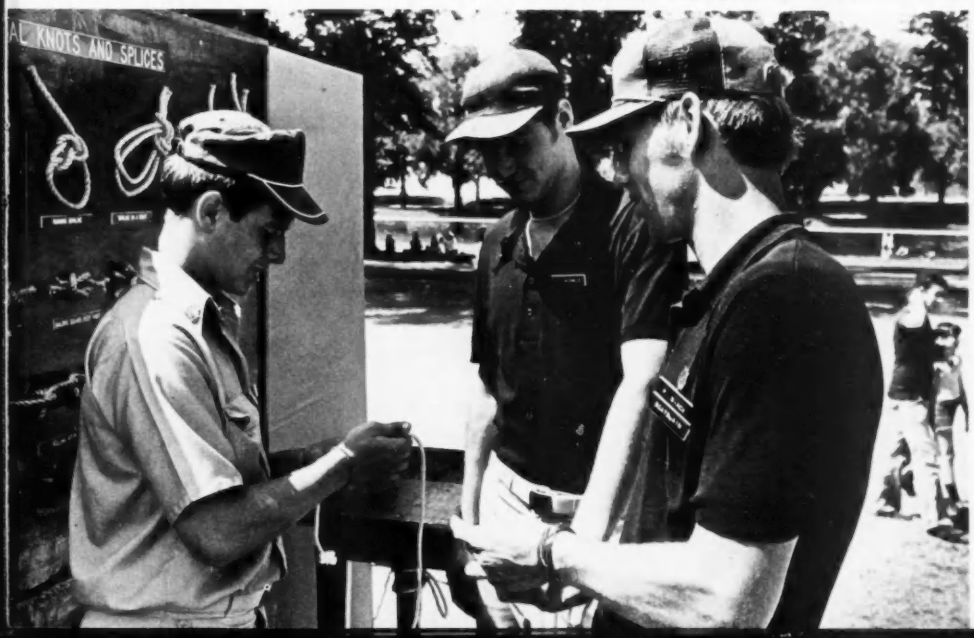
A young festival-goer peers into the cab of a trailer truck on display in the Working Americans section.

the spotlight was on the work of transportation workers, and the area included exhibits set up with the cooperation and support of the Department of Labor, the Department of Transportation, and the AFL-CIO.

The Working Americans section, with its bright yellow signs and tents, was easy to find on the festival grounds. The cheerful color was repeated in the four-car railroad train that sat on 288 feet of track laid especially for the festival. Visitors could climb aboard to explore the flatcars, a boxcar, and a caboose. Nearby, an electro-magnetic crossing gate, a trackside signal, and a mockup locomotive were also open for close inspection. Members of the Brotherhood of Maintenance of Way Employees, the Brotherhood of Railroad Signalmen, the Brotherhood of Locomotive Engineers, and the United Transportation Union were on hand to demonstrate the skills of railroad workers and to answer any questions.

A display about the trucking industry featured two behemoth trailer trucks and a simulated freight loading platform. Participating members of the Teamsters union volunteered to tell visitors anything they ever wanted to know about "driving, the load, and life on the road," as driver John R. Hughes put it.

In response to that offer, a visitor asked if truckdrivers frequent the truckstops with the best food. Hughes, from Seabrook, Md., was quick to point out the practical truth: "Mostly we stop wherever there's room to park."



Vinnie Ribaudo demonstrates knot tying while John Hinkle (center) and Phillip Black watch his every move. All three are boatswains at the Harry Lundeberg School of Seamanship in Piney Point, Md., a training facility of the Seafarers International Union.

Edward Green, a Mohawk Indian silversmith from Ontario, Canada, demonstrated his skills at the Native American section. He displays a Comanche-style neckerchief slide that he made during the festival.

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A more dynamic display of truckdriving skills was presented at a "roadeo" held in conjunction with the festival. Sponsored by the Washington, D.C. Area Trucking Association as part of nationwide trials for a national "roadeo," this competition was open to professional truckdrivers who had not had an accident for at least a year. Each of the 43 contestants was required to parallel park a rig in a space only 4 feet longer than the truck, maneuver the vehicle in a figure-8 pattern around three barrels, drive through narrow passageways, and demonstrate other skills.

The skills required of deep sea sailors and inland boatmen such as towboat workers were also displayed in the Working Americans section. Boatswains who belong to the Seafarers' International Union/Inland Boat Union demonstrated knot tying and other skills and explained the functions of the merchant marine.

The Working Americans exhibits paid special tribute to the crafts needed in today's technological age, but workers scattered across the festival grounds showed many examples of handcrafts rooted deep in the past.

In the thatched-roof market set up in the African Diaspora—a term that refers to the dispersion of African peoples and cultures around the world through the slave trade—Rufus Pinckney of Beaufort, S.C., used long wooden needles and treated nylon thread to hand knit a fish net, a craft that his family has passed down through four generations. Although Pinckney pursues net making as a hobby and not as a means of support, he pointed out that the craft does contribute to his livelihood. With a net that he made in a week, he and a friend were able to haul in 300 pounds of shrimp in three 4-hour trips.

Although making a net is a far cry from repairing electrical connectors, both Pinckney and Glaszczak demonstrated the same concern for quality and attention to detail in their work. Asked to pose for a photograph, Pinckney first spent several minutes unwinding a needle that was incorrectly threaded. Although the error was not likely to show up in a picture, Pinckney quietly insisted, "I want to make sure it's right."

Willingness to take the time and care needed in craftwork was also evident in demonstrations by other festival participants: American Indians who did beadwork, wove baskets, created jewelry, made lacrosse sticks, carved figures from wood and bone, and made masks and dolls from cornhusks; a Japanese origami demonstrator and an Italian puppeteer who were among representatives of immigrant groups that have had significant impact on American life; regional workers like the father and son from New Mexico who carved replicas of the saints out of aspen and cedar. Even a California street performer was obviously working hard to perfect his skills. When he was not juggling wooden clubs in front of a San Francisco cable car—brought to Washington for the festival—he patiently practiced new routines.

As festival-goers strolled across the grounds munching on juicy watermelon and the other food available at numerous stands, they were able to learn not only about a

A San Francisco street performer juggles wooden clubs in front of a cable car brought to Washington for the 1975 Festival of American Folklife. The festival was the ninth to be presented by the Smithsonian Institution and the National Park Service.

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variety of crafts but also about how a particular kind of job can influence a worker's life, customs, and folklore. In the Working Americans section, much of this information was passed on through song.

On a stage set up in a shady grove, for example, a quartet sang sea chanteys and explained how songs reflect the lives that sailors once led both at sea and on shore leave. By tugging at a hoist and tackle as they sang, they also showed how songs helped sailors establish a rhythm for coordinating their efforts while trimming lines and sails. Other musicians described the joys, humor, and dangers of the trucking and railroad industries by singing songs like "The Wreck of the Old Ninety-Seven."

While many work songs stemming from transportation occupations reflect the conditions of eras gone by, some are very up to date. In line with the current movement of women into nontraditional jobs, for example, a booklet of work songs available at the festival included one called "Truck Drivin' Woman."[1] It begins

"A little boy is what my daddy
wanted;
A little girl just didn't fit his plans
To help him on the road when he
was on it,
Cause daddy was a truck drivin'
man."

The song has a happy ending. After being "raised on truck drivin' stories" and after daddy taught her "everything he knew," the singer becomes a "truck drivin' woman" who's "gonna fill her daddy's shoes."

The festival even offered a short course in the jargon of transportation workers. A display sign pointed out, for example, that "donuts" are truck tires, "no joy" is air traffic controllers' talk meaning that an anticipated target or vehicle is not in evidence, and a "bull gang" is a harbor boat crew.

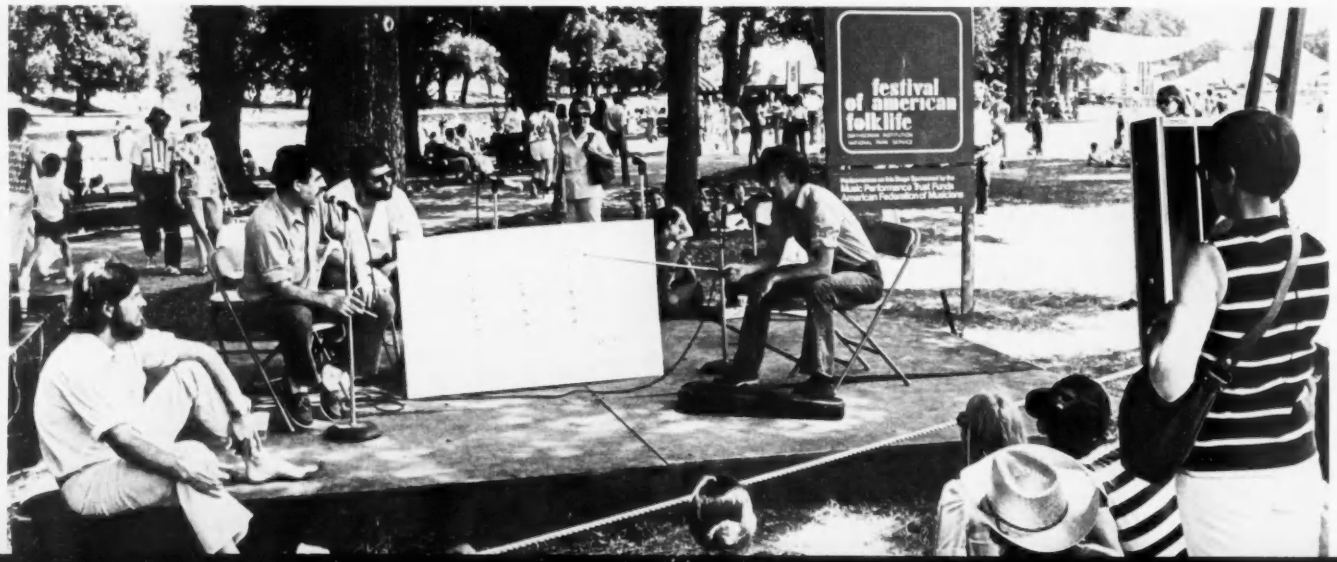
By combining such tidbits with its other demonstrations and displays, the ninth annual Festival of American Folklife let it be known that pride in and identification with work are still an important part of the American scene. This message will be reiterated at next year's Bicentennial Festival, tentatively scheduled to be held June 16-Sept. 6.

Seven groups of workers are scheduled to be featured during the 3-month festival. Appearing for 2 weeks each will be workers who extract raw materials and shape finished products; construction workers; food industry workers; clothing industry workers; workers in communications and the arts; and workers who provide professional and technical skills and services. During the last 4 weeks of the festival, transportation workers will maintain exhibits in an area adjoining the festival grounds.

Judging from past performances, next year's festival is apt to be the kind of event often dreamed of by high school guidance counselors who coordinate career fairs: an interesting, lively, and appealing perspective on the world of work. □

[1] Copyright 1968, Combine Music Corp., Nashville, Tenn.

A quartet who sang sea chanteys on the Working Americans stage also explained how sailing ships worked.



Words & Figures

WIN Job Placements

In the first three quarters of fiscal year 1975, 121,507 unsubsidized[1] jobs were filled through the Work Incentive (WIN) Program, which attempts to place in jobs or training persons receiving assistance under the Aid to Families with Dependent Children (AFDC) Program. The number of unsubsidized job entries was 6,887 lower than the number for the first 9 months of fiscal year 1974. The decline is attributable to difficulties stemming from the current economic situation.

Over 79,000 of these job entries involved WIN enrollees who were not enrolled in WIN training components before finding jobs. The remainder involved enrollees who had participated in the various types of training programs offered by WIN.

In nearly 18,000 cases, employers applied for tax credits for hiring WIN enrollees. The tax credit plan was authorized by the Revenue Act of 1971 as an employer incentive for hiring welfare recipients.

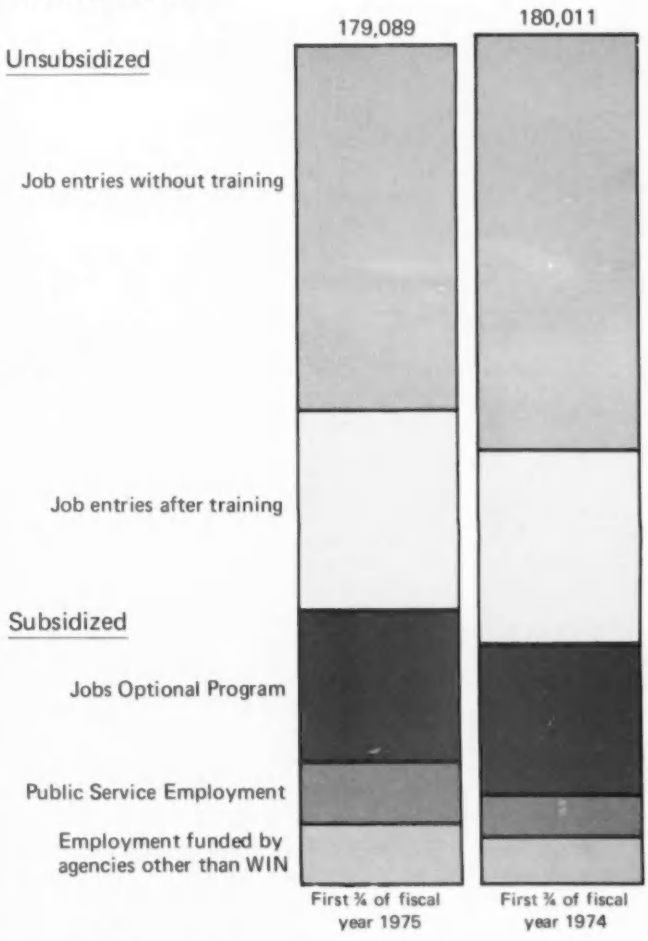
As of March 31, 1975, the average starting salary for WIN enrollees entering unsubsidized jobs was $2.59 an hour. By enabling AFDC recipients to become partly or completely self-supporting, these earnings reduced direct welfare payments by an estimated $95 million during the first three quarters of the fiscal year. Job placements also lowered Federal costs for food stamps, medicaid, and other assistance for which welfare recipients are eligible.

WIN clients entered over 57,500 subsidized job placements during the first 9 months of fiscal year 1975. These included over 31,500 placements in the Jobs Optional Program, which offers on-the-job training in worksites where employers have agreed to hire participants who successfully complete training, and about 13,100 placements in the WIN/Public Service Employment Program. The number of placements in these two programs was over 3,000 higher than the number made in the first three quarters of fiscal year 1974, and Public Service Employment placements also increased. The number of placements in employment programs funded by agencies other than WIN—the National Alliance of Businessmen's JOBS Program, for example—was 12,873, an increase of 2,545 from the previous year.

[1] "Unsubsidized" means that salaries were paid by the employer.

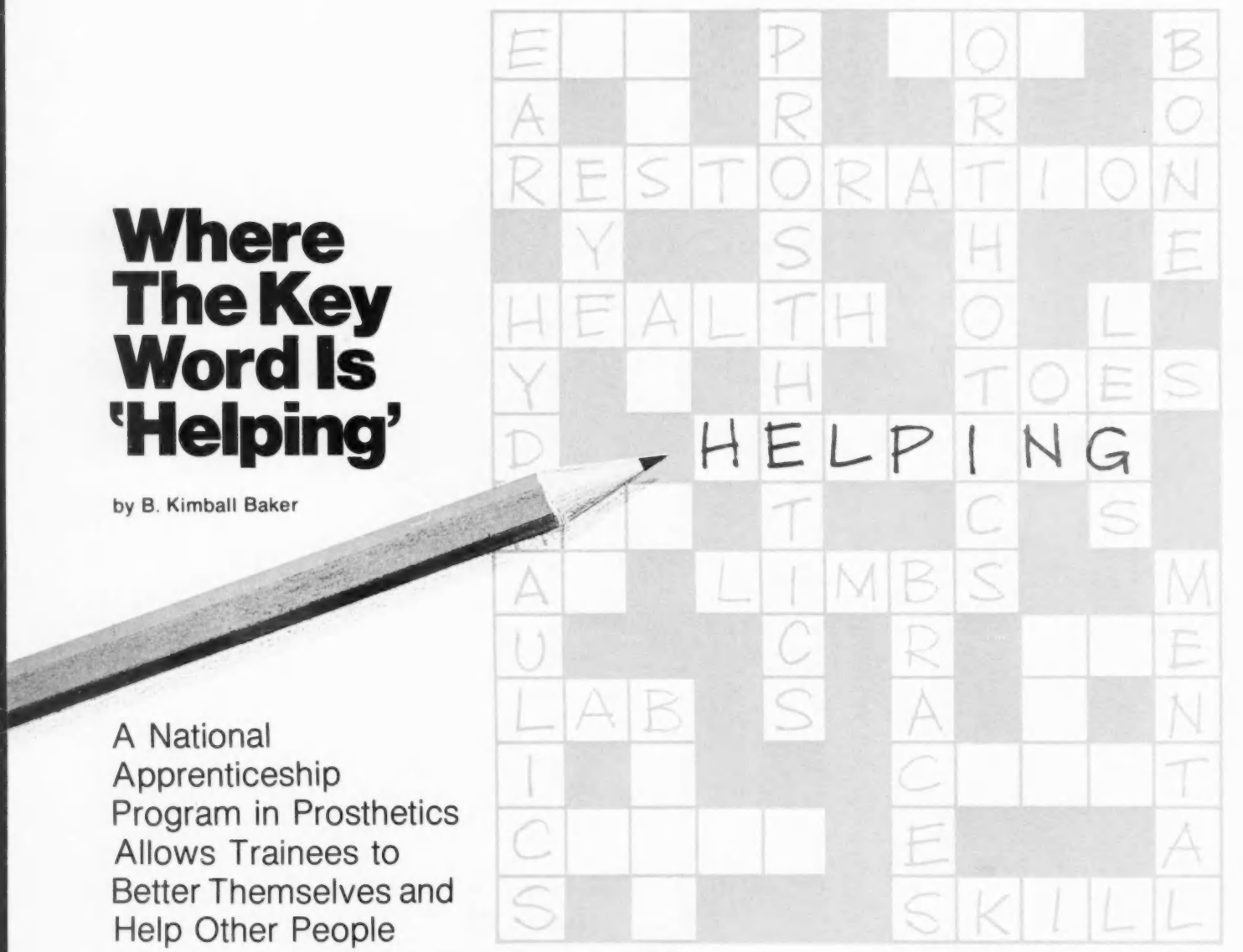
The requirements that all AFDC recipients must register for WIN and accept jobs or training, unless exempt by law, resulted in the registration of about 1.7 million persons as of March 31, 1975, including those who registered in previous fiscal years. In the 9 months before that date, over 40,000 deregistrations occurred because WIN registrants began to earn enough to support themselves. In another 46,000 cases, welfare recipients got jobs but did not earn enough to be removed from welfare rolls.

WIN Job Entries



Where The Key Word Is 'Helping'

by B. Kimball Baker



A National Apprenticeship Program in Prosthetics Allows Trainees to Better Themselves and Help Other People

Seven years ago, John Fanelli got a closer introduction to physical disability than anybody should ever get. As an Army first lieutenant and the advisor to a Montagnard unit in Vietnam, Fanelli was helping to clear a road when a land mine exploded, wounding him in the chest, stomach, and leg.

Fanelli's right leg was especially hard hit. A large portion of it had been blasted away, and when the remaining parts were joined together, it was considerably shorter than his left leg.

The healing process was long and tedious. Fanelli spent months in Army hospitals. He had to wear a brace on his leg while the wound healed, and the brace had to be fitted and refitted. But it was during a refitting that he came to the place where he was inspired to begin a new career—the Veterans Administration (VA) Prosthetics Center in New York City.

What inspired Fanelli was the dedication and helpfulness of the center's medical professionals: Prosthetists, who fashion and fit artifical limbs; orthotists, who make braces and other limb appliances; and restoration technicians, who work with physically disfigured persons to give them a more nearly normal appearance. So when he learned of an apprenticeship program to teach these skills, he applied and was accepted. Today, at the center, he helps to care for patients where he was once a patient himself.

"There was a time after my injury when I had pretty much given up on finding a new career," Fanelli says. "I had been in an accounting course, but I just couldn't get interested in it. Now, though, as I get close to the end of my apprenticeship, I have self-confidence

B. Kimball Baker is assistant editor for MANPOWER.

and I am in a career where the key word is 'helping.' "

The apprenticeship program of which John Fanelli is an appreciative part was developed by the Prosthetic and Sensory Aids Service of VA's Department of Medicine and Surgery, with technical assistance from the Bureau of Apprenticeship and Training of the U.S. Department of Labor. The program is the first apprenticeship program in the field, and the first national training program supported jointly by VA and the Labor Department. It was approved in June 1972 and now has about 60 apprentices and operates in eight locations: New York, N.Y.; Atlanta, Ga.; Memphis, Tenn.; Hines, Ill.; Minneapolis, Minn.; Houston, Tex.; and Long Beach and Los Angeles, Calif.

There has been training in the prosthetics field for many years, but generally it has been informal and haphazard, consisting primarily of job situations in which experienced craftworkers demonstrate and explain their skills to less experienced workers. The apprenticeship program, being clearly defined and formally structured, has contributed to in-depth study of the special laboratory and academic requirements of prosthetics training.

Generally, the program lasts 4 years, 2 of them devoted to general training in the occupational field and the other 2 to specialized training. Instruction is given in both the classroom and the laboratory.

"Our instructor/student ratio in the lab is about 2 to 1," says Charles Freeman, center research and education officer. "This means that our apprentices will be able to observe and attempt every needed skill. By the fourth year, they can work with very little supervision."

Often, training at a VA site is conducted in conjunction with training at a local community college—Shelby State Community College in Memphis, for instance, which just graduated its first recipients of a 2-year degree in prosthetics and orthotics, or Dutchess Community College in Poughkeepsie, N.Y. Some of the apprentices in New York City attend courses at New York University, which has a 4-year course of study in the field.

Bill McGuiness, an assistant in Freeman's office, says, "We are constantly searching for new educational tie-ins. For example, we are looking into arrangements whereby a student could satisfy some course requirements largely through a video playback machine and cassette system.

Prosthetics Upgraded

One important reason why the program stresses its educational component is that the American Board for Certification in Orthotics and Prosthetics, which determines standards for the profession, is continuously upgrading its eligibility requirement. This is now a combination of a 2-year degree in the field and experience; by 1980, it will be a combination of a 4-year degree in the field and experience.

This upgrading reflects the upgrading of the profession itself. Prosthetists, orthotists, and restoration technicians used to be regarded in some quarters as "woodbutchers"—unskilled and unschooled workers performing menial and simple tasks. Today, they are regarded as highly skilled craftworkers performing complex and demanding tasks.

"Most of us who came up 25 or 30 years ago are either retired or getting ready to retire," says Tom Pirrello, technical assistant to the director at the New York City center. "This is healthy, because the replacements now becoming available have received the up-to-date training that will enable them to meet the many new challenges in the field."

These challenges involve new materials—leather and metal, for instance, have made room for plastics and other synthetics.They involve new techniques—hydraulics, for example, or electronically activated limbs. And they involve new blends of skill—a professional in the field today must be more prepared to deal with members of the general public and must work closely with surgeons, physical therapists, social workers, and psychologists in the new clinic team approach. By the time apprentices have received their certificates of completion, they are well prepared to meet their new challenges.

The most important prerequisite for entering the field, however, remains competency in the basic skills involved. And Freeman says, "As vital as more education is to the program and to the profession, we must recognize that there are currents in our society that are deflating the value which educational attainments have in the job market, and we must be prepared to train primarily for competency."

The fact that the apprenticeship program is VA-sponsored does not mean that admission is limited to veterans. Their applications receive the same preferential consideration they would from any other civil service employer, and recognition of the program as an official apprenticeship program facilitates the hiring of Vietnam veterans and makes it possible for them to receive GI bill benefits under VA's Vocational Rehabilitation and Educational Assistance Programs. However, about 30 percent of the apprentices are not veterans. What VA sponsorship does mean, among other things, is that the program is able to benefit from the agency's many years of experience in this branch of the medical profession.

HELPING

Apprentice restoration technician Joyce Shikowitz is involved in the painstaking task of making a lifelike artificial eye.

Orthotics instructor Eugenio Lamberty, prosthetics instructor Herminio Flores, and VAPC research education officer Charles Freeman (left to right) evaluate a finished artificial leg.

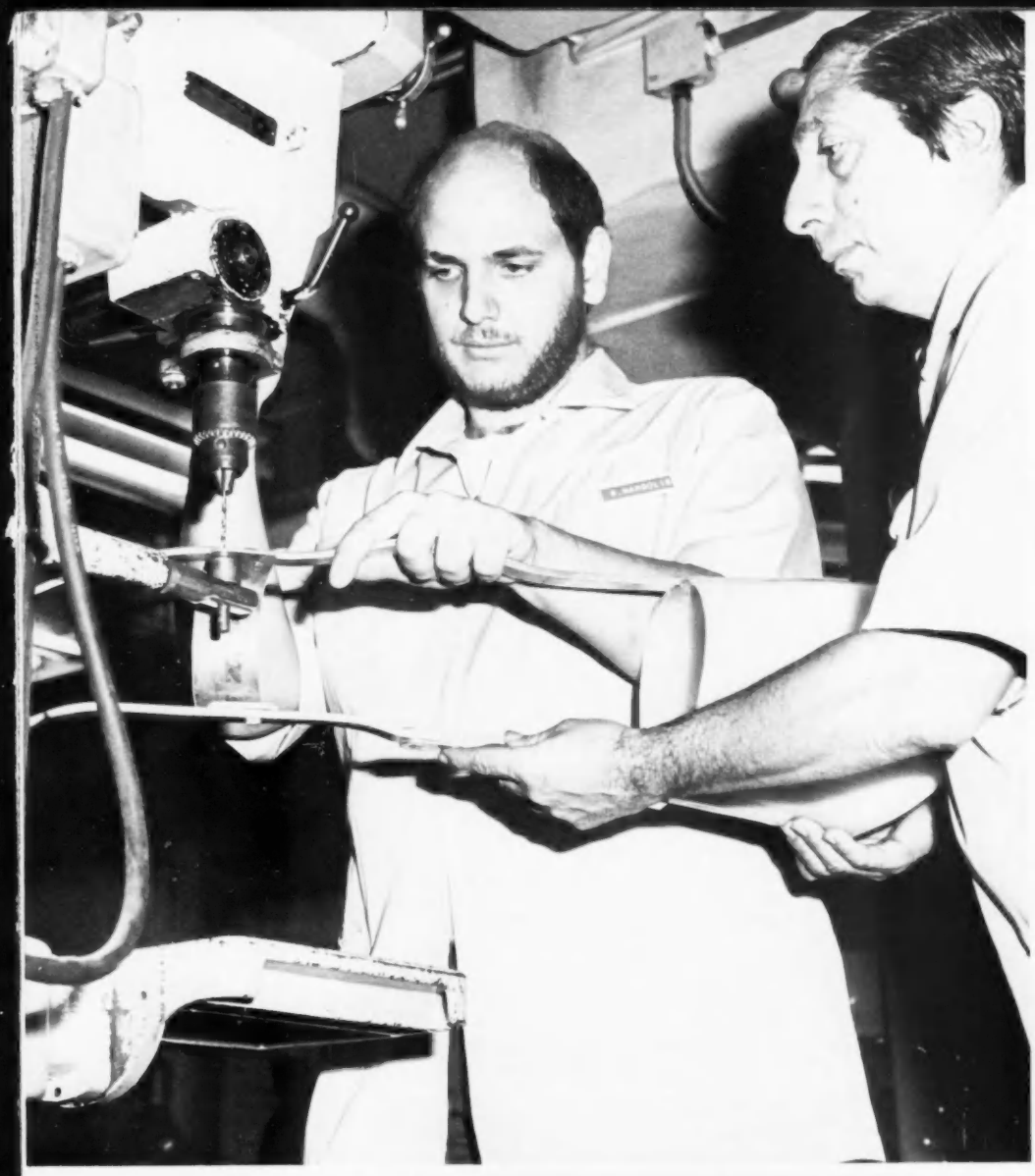
Some of the graduates of the apprenticeship program stay with VA to practice their profession. Others—since VA has long had a policy of not competing with commercial facilities, and since its labs thus make up a small minority of all U.S. labs—practice outside VA, either as employees of prosthetics companies or in a self-employed capacity.

Employment prospects in the field are good. It has about 3,500 employees, roughly half of whom are certified; and private labs, like the VA labs, are generally in the process of replacing the many employees trained immediately after World War II. A prosthetics professional who becomes the owner or operator of a successful commercial lab or shop will earn much more than professionals in other private employment or in government. At many levels, however, VA and other civil service salaries are getting to be quite competitive with those in private industry. In the apprenticeship program, trainees start at civil service grade 3—with a salary of about $6,800 a year—and finish at grade 7—with a salary of about $10,500 a year. Apprentices have the potential to advance to supervisory civil service positions which are a half dozen or so grades higher; the average prosthetics professional in government is a grade 9, earning nearly $13,000 a year.

From the street, the building which houses the VA Prosthetics Center in New York City—the largest training site in the apprenticeship program—looks like many of Manhattan's other tall buildings. But in the sixth floor prosthetics/orthotics lab, the scene in extraordinary.

Some of the two dozen or so apprentices there are in the fitting room, where

Apprentice Nicholas Guarino intent on one of the many exacting tasks in what has become a highly complex profession.



Supervisory instructor Mike Danisi (right), works with apprentice Simon Margolis to fashion a leg brace.

Conducting a fitting, as apprentice James Byers is doing here, is extremely important and will be done as often as is needed to satisfy the patient.

Instructor Harvey Young gives apprentice restoration technicians Ottie Thomas and Joyce Shikowitz hints on lifelike restoration.

HELPING

patients walk up and down trying on new or refitted limb braces and artificial limbs. Other apprentices can be found at their workbenches, busily fashioning and refining braces and limbs in various stages of assembly and disassembly.

In a small room off the lab, supervisory instructor Mike Danisi, talking about the apprentices, echoes the key word John Fanelli had used earlier: "Helping."

"Whatever other reasons someone has for coming into this program, I think the major reason is always a deep desire to be helping other people," Danisi says.

"A Certain Kind of Smile"

The apprentices' comments prove his opinion, demonstrating at the same time the variety of the "other reasons." Simon Margolis' mother is an amputee, and her adjustment to disability inspired his interest. Benny Cleveland, who likes working with his hands and who was able to do this in an Army job involving heavy-duty sewing, was attracted by the fact that orthotics work requires the same skill. Ed Buchsbaum's inspiration was in the Navy, from a below-knee amputee who was his ship commander. Joyce Shikowitz, Ottie Thomas, and Kathleen Marquess, apprentice restoration technicians, heard about the program through one of Joyce's neighbors; and since the three women had studied art together, they were glad to be able to find work at the same place in a job using their artistic talents. Eric Bitcover first heard about prosthetics from his wife, a nurse. Davy Jones became interested in the profession from discusssion of it in a college health course. Kevin Dean, like John Fanelli, sustained an injury in military service and had been treated at the center.

The recurring themes, however, are the emphasis on helping, and a pride of accomplishment in skillfully fashioning needed items which very few people can make. These themes are underlined in a multitude of ways.

"When I've worked hard to get a fitting just right, and a patient tries it out and then turns around to let me know everything's OK, there's a certain kind of smile on the patient's face that makes me feel it's all been worth it," says Ed Buchsbaum.

The apprentices realize, after all, just how much patients depend on their limb braces and artificial limbs. If an item does not fit right the first time, it will be refashioned until it fits comfortably. Often, the satisfaction apprentices gain comes from their ability to break down a patient's resistance against having a worn-out brace or limb replaced or against changing from an early model to a more up-to-date model. Or it may come from knowing a "trick of the trade," such as mollifying patients who erroneously insist something is wrong with their braces or limbs by applying important-looking but functionally useless appurtenances.

The patients, for their part, appreciate the apprentices' efforts. In the restorations lab, for instance, where technicians work with physically disfigured persons to give them a more nearly normal appearance, one case may require hundreds of hours of arduous effort. Such cosmetic restorations include making artificial eyes, ears, facial portions, and limb coverings, all of which must appear as lifelike as possible.

Apprentice technician Joyce Shikowitz says, "Patient complaints are a rarity here. In almost every one of our cases, people are so glad to be restored to a more nearly normal appearance that they express nothing but gratitude to the technicians who have been helping them."

"Helping"—there's that word again. And there's no coincidence about its continual recurrence.

Says Charles Freeman, "I think today's young people are a lot different in what they want out of a career than young people in the past. I've noticed a change even from the start of the apprentice program a few years ago. Young people seem to put more emphasis on altruism, social service, and self-fulfillment, and less on money, creature comforts, and security."

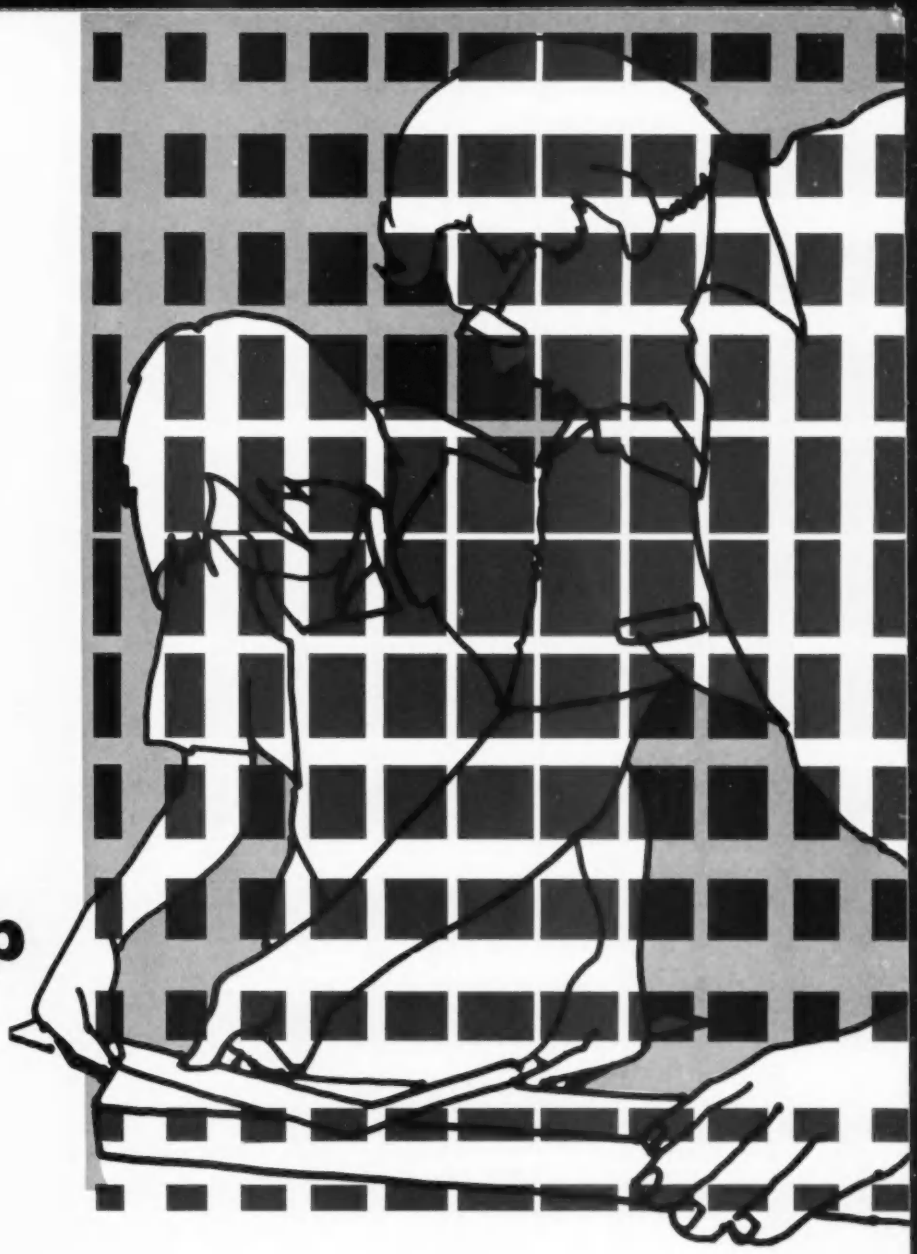
He cites apprentice Kevin Dean as a case in point. Before entering the program, Dean had rehabilitated himself from a serious injury to his hands and was working as a margin clerk on Wall Street.

"I got tired of doubts about my ability to use my hands," says Dean. "But I got even more tired of the work itself. When a stock collapsed, we had to stay late to figure out what went wrong. Things were such big hassles. Now, I feel I'm doing more for both myself and other people."

Building for Tomorrow

Many of the apprentices take schooling beyond the courses required in the program. Also, most of the apprentices—whether their primary interests are in the classroom or in the lab part of the program—express interest in doing research in their occupational specialties, particularly applied research.

The apprentices are, in several significant ways, master builders. They are building devices which are making it easier for disabled persons to get around. They are building good relationships with patients and colleagues. Most of all, they are building futures with greater degrees of certainty and more fully realized potentials. □



Apprenticeship in a Changing Economy

by David Farber

Unlike most other types of formalized vocational training, apprenticeship is firmly based on an employer-employee relationship. Employers pay apprentices from the very start of their training period. Thus, employment and training are inseparably linked.

This arrangement has the great advantage of allowing trainees to earn an income while they learn the complex crafts needed in our economy. On the other hand, it also possesses the potential disadvantage of requiring employers to pay today workers who will not be fully qualified craftsworkers for several years hence. And if "today" is a time of recession, if unemployment is high and economic activity slack, employers who are experiencing little or no demand for their goods or services are apt to be unwilling—or unable—to pay apprentices. This reluctance is evident even among those employers who anticipate a future upturn and the possibility of a shortage of well-trained workers in their industries. Despite such a perspective, employers feel bound to respond to the imperative of the present rather than to the demands of the future.

This conflict between present and future conditions has received scant attention from public policymakers concerned with apprenticeship. Yet, the need to consider the relationship between apprenticeship activity and the economic changes that occur over time is vital to the formulation of public policies designed to devise methods of reconciling current and projected manpower needs in occupations for which apprenticeship is available.

Empirical evidence soundly documents the relationship between economic activity and apprenticeship. Research done at the Bureau of Apprenticeship and Training (BAT), for example, shows that the number of persons entering apprenticeship training fluctuates inversely with changes in unemployment. When unemployment increases, the number of enter-

David Farber is a labor economist with the Manpower Administration. This summary article is based on a talk he gave this spring before the Federal Committee on Apprenticeship.

ing apprentices declines; when unemployment decreases, the number of new apprentices moves up.

Apprenticeship completion rates, on the other hand, behave in contrary fashion. They fluctuate directly with changes in unemployment, waxing when unemployment rises and waning when it declines.

Additional evidence points up the relationship between Federal spending and the level of apprenticeship activity. For example, research that I did at BAT several years ago shows the connection between Federal spending for construction and apprenticeship activity in the construction trades. This research indicated that between 1953 and 1965, the amount of Federal contract awards for construction—as measured in constant dollars—and the number of registered construction apprentices who completed their training were very closely related. About 72 percent of the year-to-year variation in the number of persons completing construction apprenticeships was found to be correlated with variation in the dollar volume of Federal construction awards. An over-the-year increase of $1 billion in the value of these awards was followed a year later by a rise of more than 4,300 registered construction apprenticeship completions.

These findings suggest that changes in the volume of construction activity generate parallel—though not necessarily commensurate—changes in the demand for labor. Increased demand consequently affects the number of apprentices who complete their terms of training; and there is ample reason to believe that this pattern holds true for a wide range of industries.

Additional confirmation of the impact of labor market forces on apprenticeship comes from Australia. Professor Norman F. Dufty there found that the inverse relationship between unemployment and the number of entering apprentices which exists in the United States also characterizes apprenticeship in selected industry groups in western Australia.

Documentation of the sensitivity of apprenticeship activity to Federal spending and labor market demands offers a starting point for developing realistic policies aimed at encouraging employers to begin or to maintain apprenticeship programs during economic declines. Inasmuch as the number of apprentices varies directly with the demand for employers' goods and services, for example, it follows that wise public policies designed to stimulate production could, by themselves, result in increased employment of apprentices. Such policies could well include countercyclical Federal spending in selected industries.

Policies to stimulate production are also likely to be useful in efforts to increase the number of minority apprentices, since increases in minority apprenticeship occur most readily when overall demand for labor increases. The reason for this is simple: When the pie gets bigger, more people can get a slice of the pie.

Evidence of the impact of labor market forces on apprenticeship also suggests that the widespread notion that certain ethnic and minority group members have not been able to become apprentices solely because the "haves" have conspired to systematically exclude the "have nots" is widely exaggerated. Instead, the data suggest that labor market forces which determine the total number of apprenticeships available play an equally or perhaps more important role in determining whether minority group members will be able to secure apprenticeships.

Wage Rates Vary

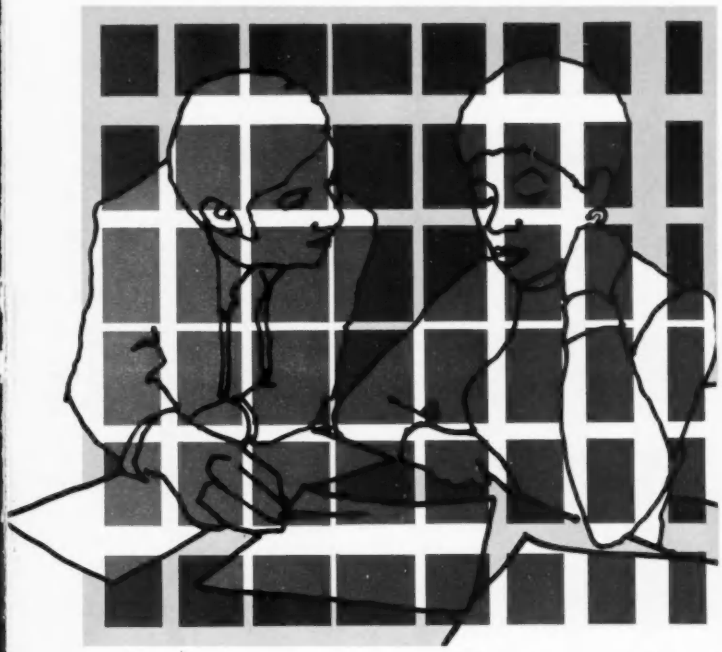
Besides considering demand factors, policymakers seeking ways to encourage apprenticeship programs should also study the cost of apprenticeship training to employers. Although precise data detailing these costs are not available, certain aspects of the apprenticeship pay system offer some insights into important cost considerations.

The indenture which governs apprenticeship training generally requires that the percentage of the journeyman rate received by the apprentice increases as each successive stage of training is completed. Assuming that an apprentice's productivity increases throughout the duration of the apprenticeship, the progression in wage rates suggests that unit labor costs—the average costs of paying and training an apprentice—are not fixed and static. Instead, they vary with the apprentice's experience and productivity.

Given that an apprentice's productivity usually is at its lowest level at the beginning of an apprenticeship program, it follows that the unit labor costs of apprenticeship are greatest at the beginning of the program and lowest at the end of the term of apprenticeship. Thus, it appears that unit labor costs are inversely related to the degree of completion of the term of apprenticeship.

By itself, this unexceptional statement furnishes little guidance for formulating specific policies. Linked with the findings concerning the relationship between Federal spending and apprenticeship completions, however, this hypothesis offers another reason for encouraging apprenticeship through countercyclical spending.

Suppose that we wish to encourage employers in construction industries to increase the number of apprentices who



complete their terms of apprenticeship. Increased Federal spending to stimulate construction activity would help achieve this goal by boosting the demand for labor. Moreover, increased completions would also result in lower unit labor costs for apprenticeship. Lowering the cost of apprenticeship would offer employers an additional incentive to continue apprenticeship training.

Another potential tool for helping employers lower their unit labor costs is found in the annual wage provisions of the Fair Labor Standards Act. Under certain conditions, these provisions permit employers who undertake to guarantee their employees annual earnings to pay overtime rates lower than those normally required by the law. Conceivably, this reduction could lower an employer's unit labor costs at the same time that it helps to regularize employment and provide a guarantee of annual earnings for employees.

The annual wage provisions are not very well known, and annual wage plans are relatively rare in American industry. One possible reason for the failure of these provisions to stimulate the development of annual wage plans may be a lack of publicity about them. Another possibility is that the provisions do not offer either labor cost savings substantial enough to appeal to employers or employment guarantees attractive enough to appeal to unions. If this is the case, it is likely that the annual wage provisions would need to be restructured before they could gain interest or acceptance.

An inquiry into the possibility of promoting or restructuring the annual wage provisions could be a fruitful activity for the new Federal Committee on Apprenticeship, a body which helps to develop national policies concerning apprenticeship. This committee, which represents industry, unions, and the public, has both the collective bargaining expertise and the knowledge of the entire apprenticeship system to conduct a thorough investigation into this subject.

Public policies that would rely on countercyclical spending or on the annual wage provisions of the Fair Labor Standards Act to encourage apprenticeship would be indirect policies in the sense that they would not include direct Federal intervention in the apprenticeship system. However, policies that would include such intervention could also be developed. One direct approach that has been suggested frequently during recent years is Federal subsidization of apprenticeship costs.

Depending on their amount, subsidies could provide considerable incentive for employers to continue apprenticeship programs during economic slowdowns. However, the implications of this approach must be given careful and respectful attention, and several important questions need to be answered. For example, is this kind of Federal intervention desirable? Or would it warrant undue interference in a program that has existed without subsidies since this Nation's colonial days? If subsidies are adopted, how high should they be? Should they take the form of payments to employers, payments to apprentices, or both? Given that the unit costs of apprenticeship decline over time, should subsidies decrease over the term of apprenticeship?

Consider the Cost

Another question that deserves close attention—particularly at this time of double-digit inflation—is how much apprenticeship subsidies would cost the Federal Government. The issue of cost, however, should not be considered in isolation. A more useful approach would be to weigh the cost of subsidies against the benefits of training workers whose skills are needed in our economy and who will repay at least a portion of Federal subsidies through higher incomes and higher taxes.

In considering subsidies, countercyclical spending, restructuring of the annual wage provisions, or whatever other tools may encourage apprenticeship activities, public policymakers need to be willing to expend time, serious thought, and hard work in developing policies that will work effectively in periods when employers are feeling an economic pinch. However, there is little doubt that the time and effort needed for this task will be well worthwhile.

By the hard tests of the labor market, apprenticeship works. It equips people with useful, complex skills for which employers are willing to pay handsome wages. Policies that can strengthen the apprenticeship system in times when it is weakened by economic doldrums will doubtless pay significant dividends to the economy as a whole and to the individuals who learn their skills through this time-tested arrangement. □

Laid Off But Moving On

by Joyce Bolinger

Two leading national corporations, with an assist from the Chicago Mayor's Office of Manpower, have come up with an experimental learning-on-layoff program which may serve as a model for industry in recovering from recession.

The program promises to upgrade workers who have temporarily lost their jobs as well as to help the corporations meet affirmative action goals.

It's well-known that the wave of layoffs caused by the economic downturn hit minorities and women the hardest.

Those most recently hired were the first to go. For most, a layoff meant "down time" in terms of a career.

But for 190 workers—primarily minorities and women—laid off from the Zenith Radio Corporation and the General Electric Co., an otherwise fallow period has turned into an opportunity to prepare for jobs previously unavailable to them. Companies may do the training themselves, or contract with postsecondary schools, utilizing funds allocated to Chicago under the Comprehensive Employment and Training Act (CETA).

While workers are on layoff and receiving unemployment insurance (UI) benefits they will receive training designed to lead to upward mobility as the economy accelerates.

GE Seeks Women Trainees

Most trainees are expected to be minorities. Most of the Zenith trainees are minority women who are getting a chance to train for jobs not usually open to women, such as television repairers.

A majority of the General Electric (GE) trainees so far are Hispanic Americans; 20 percent of GE's first training class is female. They are training for jobs in quality control, production control, and electric truck operation.

"We are actively seeking women," says David W. Owen, manager of training programs for GE. The company plans three 12-week training courses for 90 persons. The company will provide the training by instructors from Morton Junior College in nearby Cicero.

Zenith trainees, on the other hand, are enrolled in classes at the Continental Institute of Technology, a private vocational school in Chicago.

Trainees from both firms will receive instruction tailored to particular occupations within their own company.

To assure quality curriculum and teaching materials, the Mayor's Office of Manpower arranged for a review of proposals by the Illinois Division of Vocational and Technical Education which must approve any vocational training program funded through the manpower office.

Chicago's manpower chief, Samuel C. Bernstein, sees a vast potential for the program. "I hope this idea will spread rapidly among industries," Bernstein said. "This program is the first of its kind in the Nation," he added. "It has great potential for manpower training programs throughout the country."

Bernstein, Assistant to the Mayor for Manpower, is an old hand in the field of employment programs. For many years he served as Illinois' Employment Security Administrator. "This project is as exciting as anything I've seen in 40 years of working with job training and placement efforts," he added. "It gives companies an opportunity to act in their own self-interest, not only to upgrade skills of valued employees, but to help meet affirmative action targets compelled by Equal Employment Opportunity legislation. The training will help minorities and women to qualify for higher paying and higher skilled jobs."

Theorists have long advocated the view that periods of high unemployment are ideal times to upgrade the skills of workers on layoff. "In a recession, the net costs of training people go way down, because you can keep your training apparatus going without having to attract people from their present jobs," says Eli Ginzberg, chairman of the National Commission for Manpower Policy.

Like many other CETA prime sponsors, Chicago has been increasing the allocations of funds for job creation and income maintenance programs through public service employment and work experience projects.

The learning-on-layoff program counters this trend by providing additional funds for training.

The city's manpower office is working with other companies interested in the new approach.

"A layoff can be a frustrating experience. This program can turn it into a productive one," Bernstein commented. "In addition, the Zenith and GE model could serve to reduce the overall cost of training unemployed workers so that CETA funds could serve more people."

"Stipends for trainees amount to about two-thirds the costs of training. But, because most of these trainees can receive UI benefits while in training, it reduces the overall costs.

"My enthusiasm for the program is so great that I

Joyce Bolinger is public information officer in the Mayor's Office of Manpower in Chicago.

asked for special State legislation to add to the potential for getting more companies involved."

Through his efforts, a proposal to amend the Illinois unemployment insurance laws to permit CETA funds to be used to supplement UI benefits was passed by the State legislature and signed by Governor Daniel Walker.

"Going to class 6 hours or more daily means extra expenses for trainees," Bernstein explained. "Carfare, lunch money, child care, and other costs must come out of their UI benefits checks. We want to pay these expenses with CETA funds. Now, thanks to the change in the UI law, we can."

The legislation is a result of problems encountered in the Zenith program. Some trainees' benefits expired before others and were paid a CETA stipend, amounting in most cases to about $20 more than a UI payment. The disparity was a source of dissatisfaction among classmates. Now, thanks to the new legislation, UI benefits may be supplemented to cover expenses related to training.

Minority Workers Unencumbered

The idea for the program originated last year when Zenith was forced to lay off over 800 workers. Through discussions with the Mayor's Office of Manpower, Zenith's consultant for minority affairs, Dr. Charles Hurst, proposed the training project as a way to "take the lid off" the lives of some minority workers.

Hurst, chancellor of the Daniel Hale Williams College in Chicago, pointed out that a major barrier to company plans for affirmative action was the lack of skills training among minority employees. Even applicants for apprentice-level positions, for example, were expected to have had hours of instruction in blueprint reading, electronics theory, and other technical subjects.

Zenith circulated information about the training program to all employees on layoff. However, the strongest response was from women, many seeing a chance to move into nontraditional female occupations.

This is the first time a sizable number of women have been involved in training to be television repairers, according to James Vito, Labor Relations Manager of Zenith.

The Zenith program includes training for other technical jobs in electronics also.

The 28-week course is provided by Continental Institute of Technology, headed by Rufus Cook. Cook says the curriculum is designed especially for adult learners and incorporates some remedial English and basic math, integrating this with electronics theory and skill training. Hurst and Cook were concerned that the program be open to trainees without high school diplomas.

As an incentive, Zenith pays each trainee one dollar for each hour of class after attendance of 3 months.

Both Zenith and GE have regular educational reimbursement programs but found participation limited due to the constraints posed by full-time jobs.

The Mayor's Office of Manpower obtained a waiver from the Manpower Administration for each trainee so that a full CETA stipend is not paid, just a supplement to UI benefits payments.

Zenith started training in February; GE, in May.

GE's program features three 12-week training courses for 90 persons. The curriculum includes blueprint reading, math, shop skills, and operation of lifts for electric trucks.

CETA funds of $222,500 were allocated for the Zenith program. GE received $47,645 from CETA. Only costs of instruction and supplies are covered by these grants.

Curriculums for Zenith and GE were approved by the Illinois Division of Vocational and Technical Education which reviews all contracts for vocational classroom training for CETA funding through the Mayor's Office of Manpower in Chicago.

Only time will tell the long-term payoff for these programs. As the economy advances, workers will return to the same jobs they left during the layoff. Both companies adhere to union agreements and positions at higher levels will be made available as they occur to eligible employees.

But, as a result of the training received while on layoff, the CETA trainees will be eligible to apply for higher level positions. Doors closed to them before the training program will be opened. And, it is likely that the training will result in upgraded employment for participants.

Bernstein believes that the long-term effects of the learning-on-layoff approach will amount to significant impact. "As workers move from entry-level jobs to those at higher levels, new openings are created at the doorstep for others," he said.

As one trainee put it, ". . . In the higher classifications there were no women and to get into a higher classification you had to have electronics. Now, the women will move in." □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries Division, Manpower Administration, U.S. Department of Labor, Room 10225, 6th and D Sts. NW., Washington, D.C. 20213. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, or the specified address given, and enclose payment.

Job Title Revisions to Eliminate Sex- and Age-Referent Language from the Dictionary of Occupational Titles, Third Edition

Manpower Administration 363-page book brings job titles listed in the *Dictionary of Occupational Titles, Third Edition*, into conformance with equal employment legislation such as the Civil Rights Act and the Age Discrimination in Employment Act of 1967 and recent administration policy statements and instructions on the same subject. Lists nearly 3,500 job titles which have been revised. To facilitate easy and flexible use, five different job title data arrangements are provided, using both the original and the revised titles. $4.30.

The Work Incentive Program

The 1974 fiscal year report on the Work Incentive (WIN) Program to the Congress by the U.S. Departments of Labor and Health, Education, and Welfare. Covers second year of operation of WIN II.

National Pattern Standards of Apprenticeship and Training for Electricians

Manpower Administration booklet presents national pattern standards established for electricians by the Associated Independent Electrical Contractors of America, Inc. The standards provide the basis for comprehensive programs of on-the-job training and classroom job-related education.

The Revised Workweek: Results of a Pilot Study of 16 Firms

Bureau of Labor Statistics report on pilot study made in 16 firms on the revised workweek (4-day, 3-day, or other rearranged workweek). Appendixes describe the research plan of the study, the firms studied, and the interview guides. 85 cents.

The Condition of Education—1975 Edition

Department of Health, Education, and Welfare report contains a statistical examination of the condition of education and a programmatic review of the activities of the National Center for Education Statistics. Describes education in terms of its scope and contribution to society. Should be of help to educators and decisionmakers. $3.20.

Library Manpower: A Study of Demand and Supply

Bureau of Labor Statistics bulletin presents results of a study of library manpower demand and supply conducted for the U.S. Office of Education. Primary objectives of the study were identification and analysis of factors which influence manpower needs, and development of projections of demand for library personnel. Specify BLS Bulletin 1852. $1.75.

The Structure of the U.S. Economy in 1980 and 1985

Bureau of Labor Statistics 495-page bulletin provides detailed projections for 1980 and 1985 of gross national product (GNP); income and demand composition of GNP; industrial composition of demand; input-output coefficients; and output, manhours, productivity, and employment by industry. Bulletin is part of a comprehensive coordinated program to provide information on what the U.S. economy might be like in coming years under certain assumptions. Specify BLS Bulletin 1831. $5.50.

An Introduction to Career Education

Describes U.S. Office of Education's interpretation of the Department of Health, Education, and Welfare policy on career education. Includes a generic definition of career education, basic concept assumptions of career education programmatic assumptions of career education, and basic educational changes championed by career education. Should help State education agencies and local school systems develop and expand their own concepts of career education. $1.05.

Adult Basic and Secondary Level Program Statistics

Booklet compiled from annual reports filed with U.S. Office of Education presents statistics on adult basic and secondary level education enrollments, student characteristics, completions, separations, teachers, classroom facilities, and inservice training. Includes summary table covering fiscal years 1969 through 1973 and 25 detail tables on fiscal year 1973 programs. $1.45.

Industry Wage Surveys

Summaries of results of Bureau of Labor Statistics surveys of wages and supplementary benefits in specific industries.

Communications—1973. Specify BLS Bulletin 1854. 65 cents.

Basic Iron and Steel—August 1972. Specify BLS Bulletin 1839. $1.15.

Men's and Boys' Suits and Coats—April 1973. Specify BLS Bulletin 1843. $1.55.

Leather Tanning and Finishing—March 1973. Specify BLS Bulletin 1835. $1.10.

Pulp, Paper, and Paperboard Mills—November 1972. Specify BLS Bulletin 1844. $1.10.

Digest of Educational Statistics 1974

Office of Education book provides an abstract of statistical information covering the broad field of American education from kindergarten through graduate school. Contains statistics about a variety of education matters, including the number of schools and colleges, enrollments, teachers, graduates, educational attainment, finances, Federal funds for education, libraries, international education, and research and development. $2.50.

Work Evaluation and Adjustment: An Annotated Bibliography, 1947–1973

Contains descriptive annotations of 801 articles, speeches, and publications related to work evaluation and adjustment. Features both a keyword index for location of material by subject area and an author index. Available from Materials Development Center, Department of Rehabilitation and Manpower Services, University of Wisconsin-Stout, Menomonee, Wis. $2.50.

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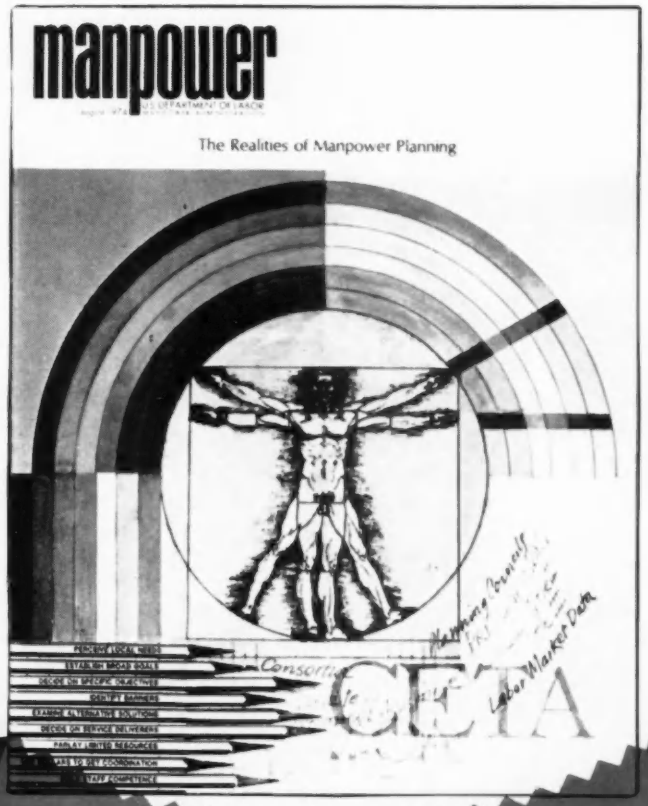

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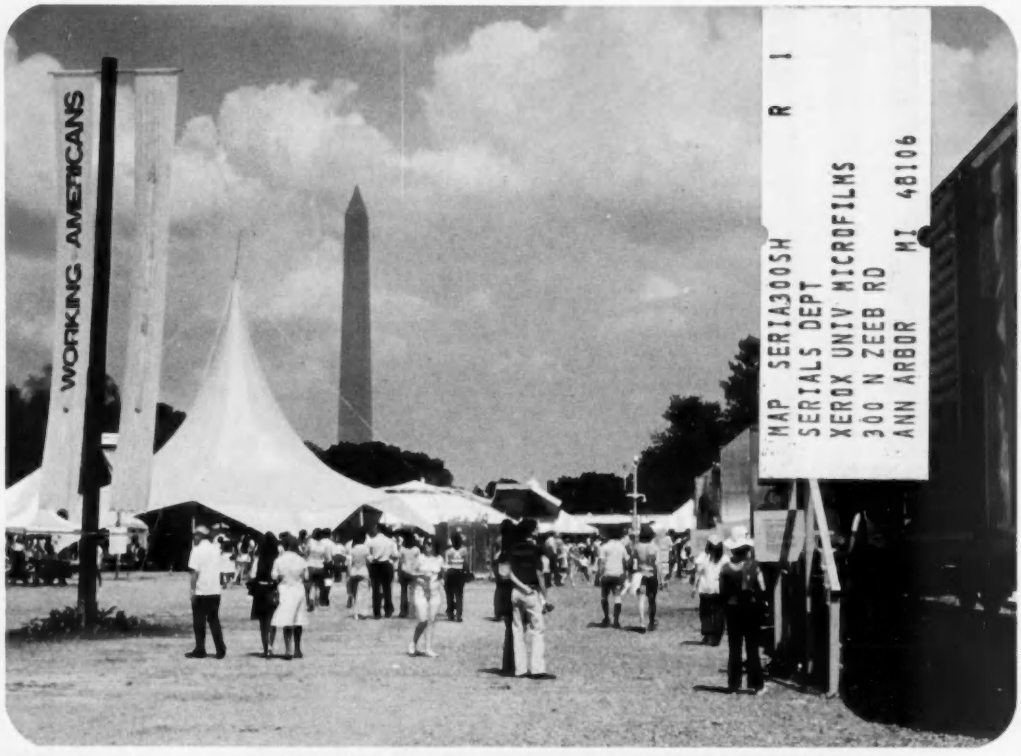

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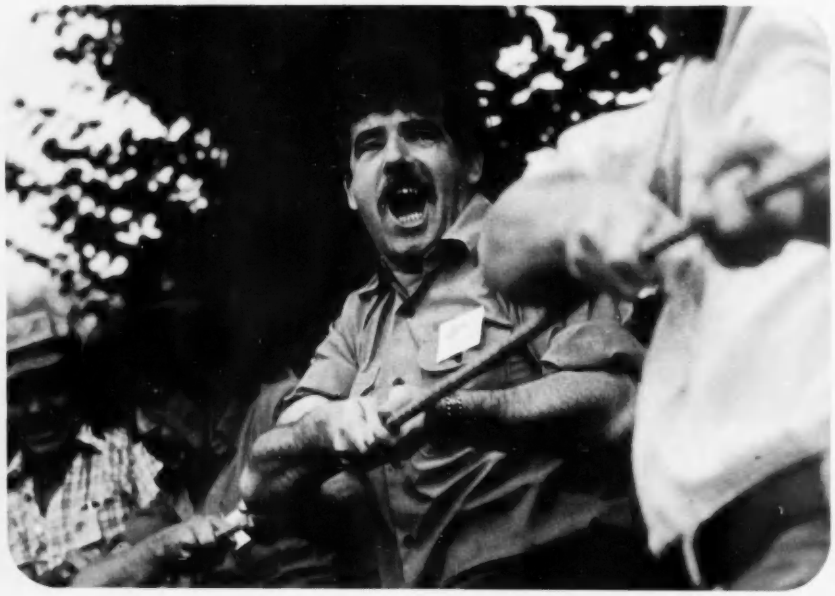
The ninth annual Festival of American Folklife, held this summer in Washington, D.C., combined the color and variety of an international fair, the down-home sounds of blue-grass and folk music, and the tempting aromas of ethnic foods. And woven throughout this light-hearted mix was an appealing display of workers' skills, workers' songs, and worker satisfactions. For a full report see page 18 of this issue.



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